# MID-TERM EVALUATION
# GENDER SUPPORT PROGRAMME

**UNITED NATION DEVELOPMENT PROGRAMME**
MISSION MEMBERS
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# Acronyms and Abbreviations

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MID-TERM EVALUATION
GENDER SUPPORT PROGRAMME
ADR Alternate Dispute Resolution
AJK Azad Jammu and Kashmir
CAC Component Advisory Committee
CBOs Community Based Organizations
CELDAC Community Empowerment through
Livestock Development and Credit
CIDA Canadian International Development
Agency
DAC Development Assistance Committee of
OECD
DfID Department for International Development
of the United Kingdom
ECG Evaluation Cooperation Group
FITFD Faisalabad Institute of Textile and Fashion
Design
FMFB The First MicroFinance Bank
GEUP Gender Equality Umbrella Project
GJTMA Gender Justice through Musalihat
Anjuman
GMP&D Gender Mainstreaming in Planning and
Development Division and Departments
GPP Gender Protection and Promotion Project
GRBI Gender Responsive Budgeting Initiative
GSP Gender Support Programme
ICT Information and Communication
Technology
INGAD Inter Agency Network for Gender and
Development
IS-NCSW Institutional Strengthening of National
Commission on the Status of Women
LGO Local Government Ordinance
MOU Memorandum of Understanding
MOWD Ministry of Women Development
MDGs Millennium Development Goals
MTE Mid-term Evaluation
NCSW National Commission on the Status of
Women
NEX National Execution
NGO Non-governmental Organization
NICGAP National and International Commitments

on Gender and Poverty Issues
NIPA National Institute of Public Administration
NORAD Norwegian Agency for Development
NPM National Project Manager
NWFP North West Frontier Province
OECD Organization for Economic Co-operation
and Development
OLP ORIX Leasing Pakistan
PCOM Project Cycle Operations Manual
PIDE Pakistan Institute of Development
Economics
PMSU Programme Management Support Unit
PMU Project Management Unit
PD Project Director
PRGMEA Pakistan Readymade Garments
Manufacturers and Exporters Association
PR&GU Poverty Reduction and Gender Unit
PRSP Poverty Reduction Strategy Paper
PSC Project Steering Committee
TORs Terms of Reference
UNDP United Nations Development Programme
UNOPS United Nations Office for Project Services
W3P Women's Political Participation Project
WACT Women's Access to Capital and
Technology
WPS Women's Political School

# EXECUTIVE SUMMARY

## Introduction to GSP

1. Approved in July 2003, the GSP is a five-year (2003-2008) initiative that spans
governance, poverty reduction and gender equality and aims to operate at the
national as well as sub-national levels. Its objective at design was to provide
coordinated policy, technical and managerial support to the Government of Pakistan in the
design, implementation and monitoring of national programmes in the areas of women's
political participation, economic empowerment, enabling social environment and institutional
strengthening; these were the four components of GSP at design.

2. The design envisaged a GSP Programme Steering Committee, a Programme
Management Support Unit (PMSU), Component Advisory Committees (CACs) for the four
components
mentioned above, and a Project Management Unit (PMU) for each National Execution
focal agency. While steering committees and PMUs are standard features of UNDP-assisted
projects, the PMSU and CACs were introduced in the GSP essentially for the purpose of
coordinating
the projects within this programme. The PMSU is fully funded by UNDP and executed
by the United Nations Office for Project Services (UNOPS). The PMSU has been shrinking
as a result of a re-conceptualization of its role, while the GSP has been expanding.

3. Consisting of seven ongoing (and three more pipeline) projects, the GSP is a large and
diverse programme by now: it is the largest network of gender-oriented projects in the
country,
and working entirely with mainstream national institutions in the public and private sectors.
The new logical framework, covering 2005-2008, is based on what the GSP calls its
three pillars, namely, political participation, institutional strengthening and socio-economic
development. Five of the projects are institutional strengthening projects. The approved
portfolio
has a budget of USD 22.41 million. Canada has funded one project, Norway supports
five and Switzerland four projects. Six of the ongoing projects had been operational for 16
months or less by the time of the MTE. Considering the pipeline projects, the emphasis in
GSP

is now turning towards socio-economic development. Other important changes that have taken place during implementation are highlighted in section 1.2 of this report.

## Scope and Methodology of MTE

4. The MTE focuses on the seven ongoing projects but the three pipeline projects are also considered insofar as their design is concerned. In line with international best practice, the pipeline projects have been reviewed only for the relevance of their objectives, rather than for impact or any of the other evaluation criteria. The approach adopted by the MTE is consistent with the internationally accepted approach to the evaluation of development assistance.

5. Before the commencement of the mission, all PMUs provided a self-assessment according to a common methodology, which also follows internationally accepted principles. The self-assessments served as the basis for in-depth discussion (project review meetings) with the national and sub-national PMUs. Cost-sharing donors were invited in advance of the mission to join these meetings. At the conclusion of the project review meetings, the mission shared its main findings with UNDP and the cost-sharing donors. The concluding stages of the MTE process required two workshops, one with UNDP and project representatives and the other with the GSP cost-sharing donors. The purpose of these workshops was to discuss MTE findings and recommendations.

6. The MTE was fully cognizant of the requirements attached to the impartiality and independence of evaluation. In the process, the MTE considered and dealt with sources of potential conflict of interest as indicated in paragraph 18 of this report. The MTE also paid attention to the principles of partnership and learning that are important in evaluation. Finally, the MTE aims to provide a basis for accountability, where accountability refers to the assessment of developmental results and the impact of development assistance, which is different from accountability in the use of public funds in financial and legal terms.

## Key Conclusions on Performance

7. Project performance is assessed in terms of three dimensions (or evaluation criteria), namely, relevance, effectiveness and efficiency. The criteria focus on the quality of the project objectives ("doing the right things") and the extent to which the right objectives were achieved at reasonable cost ("doing things right"). The point of departure is the goal and objectives of a project. When goals or objectives have been revised, the MTE takes the view that a project should be evaluated with respect to its revised rather than original goal and objectives, as the original ones are of historical rather than current interest.

8. The key conclusions on GSP performance in terms of relevance, efficiency and effectiveness may be summarized as follows:

(a The GSP goal and objectives are consistent with the 2004-2008 UNDAF but not with the prevailing (including the UN's) view of governance and the inclusion of civil society and the private sector in governance.

(b) Except for a lack of emphasis on poverty and the over-ambitiousness of a number of project objectives, the GSP is doing the right things. And it is doing many of the things the right way. Strong ownership of the initiatives related to microfinance, local government and gender-responsive budgeting has made a difference.

(c) Consistency and progress have been undermined, however, by growth pains: quality at entry is not consistent, and implementation delays and low disbursement levels are issues in implementation.

(d) Growth pains are also affecting the knowledge management and coordination functions of the PMSU. The need and functions of the CACs remain unclear.

(e) Many if not most of the objectives for capacity building, linkages, dissemination and awareness-raising are likely to be achieved, if cast realistically. The achievement of objectives related to the dispensation of justice and influence on public policy is questionable.

## Key Conclusions on Impact and Over-arching Issues

9. The MTE looked for GSP's impact on: (a) physical and financial assets; (b) human assets; (c) social capital and empowerment; (d) institutions; and (e) policy environment and regulatory framework. It also looked at the following over-arching factors: sustainability; potential for replication and scaling up; and impact on gender equality and poverty.

10. The key conclusions on the emerging and likely impact of GSP projects may be summarized as follows:

(a) A positive impact on the financial and physical assets of beneficiaries is emerging in WACT. The other projects are not expected to generate such direct benefits on financial and physical assets.

(b) Four projects—Women's Access to Capital and Technology (WACT), Women's Political School (WPS), Gender Justice through Musalihat Anjumans (GJTMA) and Gender Mainstreaming in Planning and Development Division and Departments (GMP&D)— are intended to have an impact on human capital. The first three of these may generate significant impact during the project period. Progress in GMP&D may be slower.

(c) A positive impact on institutions is emerging in WPS, WACT, GJTMA, Institutional Strengthening of the National Commission on the Status of Women (IS-NCSW) and Gender Responsive Budgeting Initiative (GRBI).

(d) Emerging trends indicate a mixed scenario in terms of the impact on policy and regulatory frameworks. The GJTMA project is the most promising one in this regard.

(e) The impact on gender equity is emerging, and it appears to be strongest at present in WPS and WACT. There is no systematic documentation on GSP's impact on poverty and poverty alleviation policies and regulatory frameworks.

(f) GSP's main strategy for sustainability is to institutionalize project interventions in appropriate national institutions. All seven projects have made the best possible choices in this direction. Future prospects for sustainability depend on the degree of ownership, and this appears to be particularly high for WPS, WACT, GJTMA and GRBI.

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(g) Although it has been seeking and promoting innovations, GSP has not articulated an innovation promotion process that would lead it from the identification of innovations and innovators to piloting and scaling up with appropriate partners and policy dialogue.

## Recommendations on Project Goals, Objectives and Outputs

11. During the preparation of a new logical framework analysis for 2005-2008, the PR&GU revised the GSP goal and objectives and introduced a degree of realism in these drivers

of project design. There is a need, however, to re-visit the goals and objectives (as well as the outputs) of GSP and its ongoing and pipeline projects, and introduce a greater degree of realism in these.

12. Two other directions of change at the level of goal and objectives are also indicated, namely:

(a) If it is feasible, GSP should re-visit the limited notion of governance it has adopted, incorporate civic governance in its approach to governance, and shift more towards civil society and the private sector.

(b) Where appropriate, GSP should attempt to enhance synergy and coordination t hrough project objectives; for example, by stating an objective for which GRBI and GMP&D, or GJTMA and WPS may coordinate with each other.

13. The gender analysis given in project documents, though by and large adequate, could be improved in order to establish clearer links between project interventions and identifiable groups of men and women. A much stronger alignment of project objectives with the poverty emphasis of GSP and UNDAF is also called for. Wherever possible, the projects should introduce interventions for identifiable groups of poor, examples of which are given in paragraph 67 of this report.

## Recommendations for Management and Coordination

14. Although several issues related to the Project Cycle Operations Manual (PCOM) were raised during the MTE, the pressing need is to organize PCOM orientation sessions for new staff. There is also a need to take a look at the issues listed in paragraph 37 of this report and take decisive action wherever appropriate, so that irritants could be removed and some of the management processes streamlined.

15. At the level of individual projects, GMP&D needs greater attention to: (a) strengthen ownership at the high levels of government; (b) strengthen the management and development
of training modules and toolkits; (c) possibly add another senior position; and (d) more generally,
overcome implementation delays.

16. At the programme level, the GSP needs to decide whether to phase out, scale up or merge the small projects in order to enhance the economies of scale in management. Even if this is done, adding high-quality expertise for programme management,
poverty analysis and knowledge management within the PMSU would seem to be priorities. Moreover, the GSP needs to systematically revisit coordination issues in various dimensions. Informal examples of coordination (e.g., in Balochistan) may shed light on coordination arrangements, but it is not quite clear that every project would benefit from a standard arrangement for coordination.

17. Finally, if innovation, replication and scaling up are important for UNDP, then GSP needs to identify clearly, and nurture methodically, the pilot initiatives through a well articulated
innovation promotion process, with particular attention to the kind of partnerships that are required for various purposes (innovation and testing, documentation and dissemination, policy decisions, scaling up, etc.).

# 1. BACKGROUND AND SCOPE OF MTE

## 1.1 The Origins and Design of the GSP

1. According to the project document of the Gender Support Programme (GSP), a Gender Programme was first established in UNDP in 1996. The Gender Programme Support Project (GPSP) was formulated as a Preparatory Assistance project, which ended in November 1999
and was followed by the Gender Equality Umbrella Project (GEUP), a three-year project. Though called a project, the GEUP also functioned as a programme. Given this history, the project document concludes that "the programme approach to gender is not new in UNDP."

2. Approved in July 2003, the GSP is a five-year (2003-2008) initiative that spans governance,
poverty reduction and gender equality and aims to operate at the national as well as

sub-national levels. It started with the amalgamation of Women's Access to Capital and Technology (WACT) and the programme management component of GEUP, two projects that
were ongoing at that time. It was envisaged that over time other projects would to be added to GSP in pursuit of its goal and objectives. GSP's goal is to eradicate poverty in Pakistan through gender-responsive governance and a rights-based approach to sustainable human development. Its objective at design was to provide coordinated policy, technical and managerial
support to the Government of Pakistan in the design, implementation and monitoring of national programmes in the areas of women's political participation, economic empowerment,
enabling social environment and institutional strengthening.
3. These four areas of intervention are described in the project document as components, with examples of likely projects given under each of them. The project document specifies that
GSP is intended to assist with:
- ☿ policy analysis, coordination, implementation and monitoring;
- ☿ capacity development;
- ☿ research and documentation; and,
- ☿ awareness-raising.
The project document does not, however, mention piloting, replication and scaling-up in the context of an innovation promotion process, or anything similar[1].
4. The budget approved for the GSP at design was USD 17.26 million, including Country Office Administrative Costs of USD 0.45 million. The project document identified three costsharing
donors, namely, the Canadian International Development Agency (CIDA), the Department for International Development (DfID) of the United Kingdom and the Norwegian

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[1] This point is noted because the terms of reference for the mid-term evaluation require the mission to "assess the potential of the projects for replication or upscaling."

Agency for Development (NORAD)[2]. The contributions of these donors as well as the nature of support (project-specific or basket funding for the programme as a whole) were to be determined
subsequently.
5. The design envisaged a GSP Programme Steering Committee, a Programme Management Support Unit (PMSU), Component Advisory Committees (CACs) for the four components
mentioned above, and a Project Management Unit (PMU) for each National Execution (NEX) focal agency. The project document does not mention Project Steering Committees (PSCs) for individual projects, nor does it envisage PMUs at the sub-national level. While steering committees and PMUs are standard features of UNDP-assisted projects, the PMSU and CACs were introduced in the GSP essentially for the purpose of coordinating the projects
within this programme.
6. Consisting of a Senior Gender Advisor (internationally recruited), Programme Coordinator, Research Specialist and other professional and support staff, the PMSU was expected to have three primary functions, namely, to serve:
(a) as the secretariat to the Programme Steering Committee and the CACs;
(b) as a substantive resource pool for the GSP, which appears, from the description given in the project document, to be a challenging combination of a knowledge management function and wide-ranging technical assistance[3]; and,
(c) as a results based management and coordination unit.
The PMSU is fully funded by UNDP and executed by the United Nations Office for Project Services (UNOPS).

7. The CACs were expected to consist of representatives of various GSP projects, relevant ministries, the PMSU, multilateral and bilateral donors, and civil society. They were expected to focus on the following main functions:

(a) Provide substantive guidance to the implementation of respective components.

(b) Provide advice on policy issues when required by the projects.

(c) Ensure inter/intra component synergies and linkages amongst projects and sharing of information amongst other partners. This includes ensuring that the best pool of resources for the component is being utilized, and that there is no duplication of effort among the GSP projects.

[2] These three donors are identified on the title page of the project document, while a number of others are also mentioned in the main document
as potential donors for likely projects.

[3] A similar expectation is associated with the GMP&D project, insofar as one of its objectives calls for establishing knowledge-based networking,
e-forums and a community of gender mainstreaming practitioners.

## 1.2 Major Changes During Implementation

8. Consisting of seven ongoing projects, the GSP is a large and diverse programme by now: it is the largest network of gender-oriented projects in the country, and working entirely with mainstream national institutions in the public and private sectors. In relation to the original four components of GSP, the projects are classified as follows:

9. The new logical framework of the GSP, covering 2005-2008, is based on what the GSP calls its three pillars, namely, political participation, institutional strengthening and socio-economic
development. In this way of reckoning, five of the above-mentioned projects are institutional strengthening projects, the exceptions being WACT (which belongs under socio-eco-

Component Project Approval

Women's political participation o Women's Political School (WPS) Oct. 2004

Economic empowerment o Women's Access to Capital and
Technology (WACT) 1
Mar. 2005[2]

Enabling social environment o Gender Justice through Musalihat
Anjuman (GJTMA)
Dec. 2004

Institutional strengthening o Institutional Strengthening of National
Commission on the Status of Women
(IS-NCSW)

o Gender Responsive Budgeting Initiative
(GRBI)

o National and International
Commitments on Gender and Poverty
Issues (NICGAP)

o Gender Mainstreaming in Planning and
Development Division and Departments
(GMP&D)

May 2004
Dec. 2004
Dec. 2004
Dec. 2004

Notes:

[1] There were two earlier phases of this project with a different implementing partner;

the second of these, designed for 2003-2006, witnessed a change in implementing partners after December 2004.

2 This refers to the date of signing of the Memorandum of Understanding (MOU) between UNDP and the new implementing partners, with new approaches.

**Table 1: Dates of Approval and Classification of Ongoing GSP Projects in Relation to the Original Components of GSP**

nomic development) and WPS (which focuses on women's political participation). The approved portfolio of the GSP has a budget of USD 22.41 million (Table 2), including the budget for the PMSU. Two donors—Norway and Switzerland—have provided basket funding in the amount of USD 5.9 million and USD 0.7 million, respectively. Six of the ongoing projects

had been operational for 16 months or less by the time of the MTE.

10. The implementing partners and project areas of the approved GSP projects are shown in Table 3. Only two of the projects, namely, IS-NCSW and NICGAP, are based in one particular

city4, while all others have project areas in one or more provinces. GRBI is confined to one province, WPS and GTMA work in all four provinces, while GMP&D, the most complex GSP

project from the management point of view, covers the Federal and provincial governments as well as Azad Jammu and Kashmir (AJK) and the Northern Areas Administration. In WACT, there are two private sector implementing partners, and operations extend to all four provinces and the Northern Areas. All projects have decentralized management, with the result that there are now 24 PMUs, nine at the Federal level and 15 at the sub-national level. PSCs have also been instituted at the sub-national level in all the projects where management

is decentralized.

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MID-TERM EVALUATION
GENDER SUPPORT PROGRAMME

GSP "Pillar" Project Budget
(USD m)
Donor Operational
Since:
PMSU 1.81 UNDP
Political participation WPS 4.46 Norway, Switzerland Feb. 2005
Socio-economic
development
WACT 0.79 UNDP Mar. 2005
Institutional strengthening GJTMA 8.991 Norway, Switzerland,
UNDP
Mar. 2005
IS-NCSW 0.52 Norway Aug. 2004
GRBI 1.04 Norway, Switzerland Jan. 2005
NICGAP 0.28 UNDP Jan. 2006
GMP&D 4.52 Canada, Norway,
Switzerland
May 2005
GSP Approved Portfolio 22.41
Notes:
1 This includes USD 7.49 m for the recently-approved scaling up of the project.

**Table 2: Resources and Starting Dates of Ongoing GSP Projects**

4 The scope of these projects too is nationwide, and both have undertaken activities in locations other than Islamabad.

11. Some of the other relevant aspects of the projects that might have a bearing on this Mid-term Evaluation (MTE) are introduced as follows:

(a) The IS-NCSW was UNDP's response to priorities identified by the NCSW in its early stages for strengthening its organizational capacity and acquiring autonomy from the Ministry of Women Development (MOWD), which has been providing the Secretariat and support staff of the NCSW.

(b) NICGAP was a response to a request from the MOWD for providing human resources only in order to supplement the limited staff of the ministry.

(c) WPS is the essentially the second phase of the Women's Political Participation Project (W3P), which was started in 2002 as UNDP's pioneering response to develop the capacity of women local councillors elected at the outset of the devolution process in 2001. GJTMA augments it now as another pioneering response, this one aimed at operationalizing and engendering the mechanism of Alternate Dispute Resolution (ADR) mandated in the Local Government Ordinance (LGO) of 2001.

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**BACKGROUND AND SCOPE OF MTE**

| | Project Implementing Partners [1] | Where the Project Works [1] |
|---|---|---|
| WPS | Ministry of Women Development (MOWD) through the four provincial governments. | The project covers all district, tehsil and union councillors. |
| WACT | ORIX Leasing Pakistan Ltd. (OLP) and The First MicroFinance Bank Ltd. (FMFB). | OLP: Sheikhupura, Kasur and Gujranwala Districts of Punjab. FMFB: Several districts of the country. |
| GJTMA | Ministry of Local Government and Rural Development, through the four provincial governments. | All Union Councils of eight pilot districts (two in each of the four provinces). |
| IS-NCSW | National Commission on the Status of Women (NCSW). | Based in Islamabad, the NCSW has a nationwide mandate and undertakes research and consultation in several locations. |
| GRBI | Ministry of Finance and the Finance Department of the Government of Punjab. | Although based in Islamabad and Lahore, the project is national in scope. |
| NICGAP | Ministry of Women Development (MOWD). | The scope of the project is nationwide. |
| GMP&D | Planning and Development Divisions and Departments | Federal Government, the Northern Areas Administration and the Governments of Azad Jammu and Kashmir (AJK) and the four provinces. |

Notes:

[1] As mentioned in the project document.

**Table 3: Implementing Partners and Project Areas of Ongoing GSP Projects**

(d) GMP&D and GBRI deal with the planning and budgeting processes of the government and also relate to some aspects of the Poverty Reduction Strategy Paper (PRSP). This creates a legitimate expectation for close coordination between the two projects as well as with the PRSP Secretariat in the Ministry of Finance.

12. The emphasis in GSP is now turning towards socio-economic development (Table 4), for which two new projects have been formulated, namely, Gender Promotion in the Garment/Clothing Sector through Skills Development (GEN-PROM) and Community Empowerment through Livestock Development and Credit (CELDAC). In addition, the Gender

Protection and Promotion Project (GPP) has been formulated in support of the "enabling social

environment" pillar.

13. Combining the ongoing and pipeline projects (Table 5), the emerging scenario is that the GSP is soon to become a very large programme, with a budget of USD 37 million and staffing level of about 200. It will be involved with at least 29 implementing partners and required to coordinate as many PMUs. As indicated by the low disbursement levels reported in Table 5, as well as some of analysis presented later in the report, GSP's biggest challenge now is implementation rather than project approval.

| Project | Implementing Partners [1] | Where the Project Works [1] | Budget (USD m) |
|---|---|---|---|
| GEN-PROM | Pakistan Readymade Garments Manufacturers and Exporters Association (PRGMEA) and Faisalabad Institute of Textile and Fashion Design (FITFD) | PRGMEA: Karachi. FITFD: Faisalabad. | 5.00 |
| CELDAC | Nestle Pakistan for one component, Engro Foods Pakistan for another component, and a number of tentative partners for microfinance and vocational training. | Nestle: Punjab Engro: Sindh | 5.00 |
| GPP | UNOPS | NWFP and Punjab | 4.65 |

Notes:
1 As mentioned in the project document.

**Table 4: Implementing Partners, Project Areas and Budgets of Pipeline GSP Projects**

14. In relation to the kind of management challenges it has been facing, it may be noted that while the GSP in its original form was approved in July 2003, a Gender Unit in UNDP was

established later in January 2004. Six of the ongoing projects and all three of the new ones have been formulated in the two-and-a-half years since then. The Gender Unit is now (since early-2006) part of the Poverty Reduction and Gender Unit (PR&GU), and this has added significantly

to the responsibilities and work load of the higher levels of unit management.

Meanwhile, the PMSU, which was originally larger than the Gender Unit, has been shrinking as a result of re-conceptualization; it is now working more as an integral part of the PR&GU than was conceived at design. The position of Research Specialist as originally envisaged in

the project document was never filled, whereas the Senior Gender Advisor inherited from GEUP left in June 2004 and was not replaced. The CACs have not been established and are now likely to emerge in a different shape compared with the design.

## 1.3 Scope, Methodology and Limitations of MTE

15. The project document of the GSP calls for a mid-term evaluation and provides preliminary
Terms of Reference (TORs) for this; the final version of the TORs is reproduced in Annex I. The scope of the MTE and the detailed methodology adopted by the MTE mission is explained in Annex I and summarized as follows:

(a) The MTE *focuses on seven ongoing projects but the three pipeline projects are also considered*
*insofar as their design is concerned.* In line with international best practice, the pipeline projects have been reviewed only for the relevance of their objectives, rather

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**BACKGROUND AND SCOPE OF MTE**

Approved Projects Pipeline Projects
Number of projects 7 3
Number of implementing partners 24 5
Budget (million USD) 22.40 14.65
Approximate annual disbursement:
o 2005 2.13
o 2006 (up to 4 August 2006) 2.91
Number of PMUs: 9 5
o Federal 15
o Sub-national
Number of staff:
o Professional 19 90
o General service 35 54

**Table 5: Snapshot of GSP's Approved and Pipeline Projects**

than for impact or any of the other evaluation criteria. As required by the TORs, however, the implementation arrangements for these projects have also been reviewed by the MTE.

(b) The approach adopted by the MTE is *consistent with the internationally accepted approach to the evaluation of development assistance,* as set forth in the Principles for Evaluation of Development Assistance developed by the international community through the Development Assistance Committee (DAC) of the Organization for Economic Co-operation and Development (OECD). The principles, agreed in 1991[5], were systematically reviewed and broadly reaffirmed in 1998[6]. UNDP represents the United Nations in the OECD/DAC forum in its capacity as Chair of the United Nations Evaluation Group.

(c) Before the commencement of the mission, *all PMUs provided a self-assessment according*
*to a common methodology* outlined in Annex I, which also follows internationally accepted principles. This was a time-consuming but extremely useful exercise coordinated by the PMSU *that served as the basis for in-depth discussion (project review meetings)* with each of the PMUs (listed in Annex II) and was complemented by a review of documents (listed in Annex III). As may be expected, however, there was considerable variation in the attention that the PMUs could give to this part of the MTE process: implementers as a rule have little time and incentive for participating in evaluation and learning about the fine points of evaluation methodology. Moreover, given the time constraint, it was not possible to visit any but two of the locations where the mission could meet the ultimate beneficiaries.

(d) Participation by cost-sharing donors in the in-depth project review meetings scheduled

for the mission was considered desirable for a number of reasons, including transparency in the process, understanding of methodology and provision of feedback.

Thus, *cost-sharing donors were invited in advance of the mission to join these meetings,* and one donor representative participated in one such session. At the conclusion of the project review meetings, the mission shared its main findings with UNDP and two of the donors.

(e) The concluding stages of the MTE process required two workshops, one with UNDP and project representatives and the other with the GSP cost-sharing donors. The purpose of these *workshops was to discuss MTE findings and recommendations.*

16. Throughout the MTE process, UNDP as well as mission members were *fully cognizant of the requirements attached to the impartiality and independence of evaluation.* Reflecting its

importance in evaluation, this principle has several practical dimensions: by one standard of

5 At a high-level OECD/DAC meeting.
6 This refers to the 1998 Review of the DAC Principles for Evaluation of Development Assistance published by OECD/DAC. This work reflects
direct experience with more than 6,500 evaluations of different types (with bilateral organizations accounting for about 57% of the total).

assessment (set by the Evaluation Cooperation Group (ECG) of multilateral development banks[7]), there are 23 notable aspects of this principle that could be used to elaborate upon four important criteria, namely, organizational independence, behavioural independence, protection from outside interference and avoidance of conflicts of interest.

17. Independence is best achieved where evaluation activities are independent from managers who have an interest in showing accomplishment and good performance, or any other decision-makers for whom evaluation raises a conflict of interest. More specifically, a unit is considered organizationally independent if it is accountable to, and reports evaluation results to, the head or deputy head of the organization or its governing Board. The Evaluation Office of UNDP, which reports to the Associate Administrator, is independent in this sense. Other units of UNDP, including Country Offices that manage evaluation, are not organizationally independent in the same sense, which is also the case whenever evaluation is decentralized by a donor agency from its headquarters to the country offices.

18. Independence is also said to be about the independence of mind of the evaluator. Drawing from the ECG template on the criteria for independent evaluation, the *MTE considered and dealt with a number of sources of potential conflict of interest* in the ways indicated below:

(a) Roohi Metcalfe, former Programme Coordinator of GSP and currently working with the UNOPS Regional Office in Bangkok, was responsible for the design and supervision of GSP during mid-2003 to mid-2005. Therefore, in line with international best practice, she assisted the mission as a resource person, rather than as a mission member. In view of the shortage of time, she was requested to attend project review meetings with five PMUs on her own. All her inputs were reviewed and finalized by the MTE mission members, and nothing in this report represents her self-formed opinion.

(b) Simi Kamal, an independent consultant, was one of the two authors of the MTE of GEUP. This is not considered conflict of interest according to international principles. She is, however, a current member of the NCSW and its Executive Committee; as would be expected, therefore, she disqualified herself from offering any interaction with or judgment on the NCSW. At the request of the team leader, she acted as a resource person and provided information on how the NCSW is currently functioning; however, all responsibility for commenting on the NCSW in this report rests with the team leader.

(c) Tariq Husain, also an independent consultant, was assigned the team leader role for

the MTE. He has assisted UNDP Pakistan in the recent past in assignments related to the Millennium Development Goals and the Gender Mainstreaming Strategy, and also

**BACKGROUND AND SCOPE OF MTE**

7 This is explained in the template for assessing evaluation independence prepared by the Evaluation Cooperation Group (ECG) (http://www.ecgnet.org/docs.html).

provided inputs for the formulation of UNDP's corporate evaluation strategy. He has had no previous association with the GSP, other than to provide an informal opinion on the livestock project (CELDAC) that has not yet been approved.

19. The MTE also paid *attention to the principles of partnership and learning* that are important in evaluation. The exercise was undertaken with respect for the partners involved in the GSP. At the beginning of the process, as noted above, the implementing partners were invited to contribute information and insight, and cost-sharing partners were invited to join the process. Every effort was made to ensure that the evaluation process is understood, is transparent

to all relevant partners and includes a timetable agreed with them. Towards the conclusion of the process, emerging findings were discussed and the partners invited to provide comments, in particular on possible factual errors and inaccuracies.

20. In relation to learning, the MTE mission facilitated a retreat for UNDP and implementing partners from all GSP projects. The purpose of this was to deepen the understanding of MTE members as well as MTE users in regard to the main findings and recommendations of the MTE, and help them determine how to proceed with the implementation of the recommendations.

Some useful information emerged in the process that has been reflected in this report. It should be noted, however, that it is up to the management of the GSP to decide whether or not the MTE recommendations are feasible, and how to implement them. The MTE's remit is to offer an independent perspective that is not influenced by the management's

perspective on the feasibility or otherwise of recommendations.

21. Finally, in line with the TORs as well as relevant international principles, the MTE *aims to provide a basis for accountability, which is a necessary first step in the learning process.* In

the context of evaluation, accountability refers to the assessment of developmental results and

the impact of development assistance. Clearly, this is different from accountability in the use of public funds in financial and legal terms, which is usually the responsibility of auditors and legal specialists. Accountability in terms of evaluation is considered indispensable if an organization

has to learn from its experience, both positive and negative, and improve its future effectiveness. Accountability through evaluation analysis requires a rigorous methodology for the assessment of development results and impacts, such as the one the MTE aspires to. It also

requires that successes, unexpected results, shortcomings and failures highlighted during the

evaluation be disclosed to relevant stakeholders and the general public without interference from any vested interest.

# 2. PERFORMANCE OF GSP AND ITS PROJECTS

## 2.1 Three Dimensions of Performance

22. As noted in the TORs of this assignment, project performance is assessed in terms of three dimensions (or evaluation criteria), namely, relevance, effectiveness and efficiency. These are introduced as the basis for performance assessment in Box 1, elaborated in

Appendix A of Annex I, and defined as follows:

(a) *Relevance determines whether the project was worth doing.* It assesses whether project objectives were focused on the right priorities when designed, and if they were adjusted to suit changing circumstances during implementation. It records whether project design was updated during implementation to reflect emerging needs and perceptions,
or whether it needed to be updated.

(b) *Effectiveness is a measure of whether the project has achieved what it had been designed to do.* It is assessed by reviewing how well the stated objectives have been achieved. If a project logical framework is available, it will provide a basis for assessment.

(c) *Efficiency is defined as the extent to which the project has achieved, or is expected to achieve, benefits commensurate with inputs,* based on economic and financial analysis or unit costs compared with alternative options and good practices. It takes into account timeliness, utilization of resources, facilities and services, and good practice standards.

## 2.2 Relevance of the Goal and Objectives of GSP

23. The point of departure for any evaluative exercise such as this one is the goal and objectives of a project. In many cases, the goal and objectives remain constant during the life of a project. Sometimes, however, they are revised as a result of a mid-term review or some

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**Box 1: Three Dimensions of Performance**
Performance of the project is assessed through three criteria: relevance of objectives, effectiveness (the extent to which the objectives have been achieved) and efficiency (how economically resources have been converted into results). Taken together, these three criteria capture how well the needs of gender equality and women's empowerment have been addressed, and how well the project has performed against its objectives. The criteria focus on the quality of the project objectives ("doing the right things") and the extent to which the right objectives were achieved at reasonable cost ("doing things right").

other considerations. The question then is whether the project should be evaluated with reference
to its original goal and objectives or the revised ones. On this, there are two schools of thought, one for each possible course of action[8]. *The MTE adopts the view that a project*

*should be evaluated with respect to its revised rather than original goal and objectives,* as the
original ones are of historical rather than current interest. It is important to make this position explicit for two main reasons, namely:
(a) The GSP now has a revised logical framework for 2005-2008, in which the goal and objectives differ from those in the project document of 2003.
(b) The MTE may generate a revision of the goals and/or objectives of some of the GSP projects. This means that the completion evaluation of the GSP may also have to contend with the issue of original versus revised goals and objectives.
24. According to the TORs of the MTE (please refer to Annex I Appendix A, Note 1), "Judging relevance should be based on: (i) the needs of gender equality and women's empowerment;
(ii) UNDP's strategy in the country as detailed in the UNDAF; (iii) the overall GSP approach; and (iii) the context of the situation in the project area and the whole country."
Gender issues are integral to the United Nations Development Framework (UNDAF) 2004-2008 for Pakistan, in which the first two goals are participatory governance and poverty alleviation
(these and the corresponding areas of cooperation are elaborated in Annex IV). *The goal and objectives of the GSP (reproduced in Annex V) are highly relevant to the UNDAF as well as the country situation:* they emphasize poverty, gender and governance issues. Moreover, compared with the original GSP goal, the revised goal adopted in the logical framework
for 2005-2008 represents a more realistic projection of UNDP's contribution: it calls for contributing to poverty reduction rather than eradicating poverty from Pakistan.
25. The fine print in the UNDAF, however, raises some questions about how a project such as GSP should be designed and evaluated. The reasons for this statement may be found in the way the areas of cooperation are described in the UNDAF (please refer to the bullet points
listed under the areas of cooperation in Annex IV): none of the specifics explicitly calls for engaging actors outside the state sector[9], and the GSP's objectives follow suit. In practice, GSP
is working with a small number of private sector implementing partners, some of whom are engaging civil society organizations (CSOs), *but there is little in its goal or objectives that acknowledges that governance is not generally equated with government.* In this sense, the GSP goal and objectives are consistent with the UNDAF but not necessarily with the way gov-
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[8] For example, the objective of a donor-assisted project in the Pacific Islands was to renovate and upgrade a power plant. Before this could be done, the island in question was struck by a tidal wave, and the government and the donor agreed that a significant proportion of the funds should be diverted to some of the urgent reconstruction needs. When the project was to be evaluated, the evaluators decided to evaluate
it with reference to the revised objectives; however, they were over-ruled by the head of the donor's evaluation unit.
[9] There could be an indirect association, however, with entities outside the state sector, as the official plans and other documents cited in the
UNDAF do, occasionally, refer to such entities, but this is not internalized in the UNDAF in a discernible, operational way.

culture that flourish, as elsewhere, outside the domain of politics. If this is accepted, then the GSP and its objectives may be construed largely as support for the state sector, but lacking in
the representation of civil society and the private sector. This is inconsistent with the emphasis
that the United Nations has been placing recently on engaging civil society and the private sector.
26. The other problem is the notion of participatory governance as it acquires shape

through the UNDAF areas of cooperation listed in Annex IV: even though the area for cooperation
under participatory governance is called "strengthening community-level initiatives for empowerment and development of civil society," the bullet points and the sources cited therein
refer to administrative and elected rather than participatory or community institutions. While it is common to gloss over the difference between participation and representation, the difference is clearer in the language of political science and may be brought out by looking at real-life examples. These examples illustrate two kinds of decision-making processes at work, one in which decisions are made through direct participation of the intended beneficiaries (e.g., self-help groups for credit) and the other in which decision-making is delegated to representatives,
whether they arrive at these positions through consensus, tradition, election or otherwise. The *GSP's goal and objectives, taking the cue from the UNDAF, emphasize what would normally be called representative rather than participatory institutions.*
27. A number of *questions arise in connection with the breadth and realism of the revised GSP goal and outputs.* These may be discussed as follows:
ȣ   Does GSP want "sustainable human development" in the goal? If so, what is the GSP doing about it, other than socio-economic development?
ȣ   Output 1 is "Political reform empowers women in public office so their issues are raised in policy agenda and addressed through public policy." Is this realistic? Issues may be raised, but addressing them through public policy is a different matter. For example, NCSW raised the issue that the Hudood Laws should be repealed. Will the purpose be served if they are only amended?
ȣ   Output 2 is "Institutional reform mainstreams gender concerns in policy-making, planning,
budgeting, enabling policy/programme implementation and monitoring and evaluation processes and structures at all levels of governance." Is it realistic to expect this to happen in all relevant processes, at all levels of governance, in a five-year initiative?

## 2.3 Relevance and Realism of Project Objectives and Outputs

28. The *objectives and outputs[10] of the 10 ongoing and pipeline projects correlate highly with the emphasis placed by the GSP goal and objectives on gender.* The MTE reviewed the 10

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[10] The goals, objectives and outputs of the 10 projects are summarized in Annex V.

project documents for the way in which the design presented a gender analysis of the relevant
sector. This revolved around three main questions, namely:
(a) Are the interventions related clearly to analysis of gender roles in the sector?
(b) Are they aimed at identifiable groups of men and women?
(c) Are the logical framework and budget supportive?
29. The conclusion is that *gender analysis at design is by-and-large adequate for these 10 projects.* More specifically, gender analysis is:
(a) superior in GEN-PROM, CELDAC and GJTMA;
(b) missing in IS-NCSW (for which the project document, which responded to a request for assistance from the NCSW, consists of the work plan, budget, logical framework and the PMU TORs) and the Orix Leasing part of WACT; and,
(c) adequate in the other projects.
30. A review of the 37 odd objectives and outputs of the 10 projects shows that *the relevance of these projects to poverty alleviation is assumed rather than explicit.* Poverty alleviation is mentioned explicitly only in the objectives of GEN-PROM and GRBI; in the latter, it is mentioned
as a subordinate part ("especially to the needs of the poor") of a main objective.

Neither GEN-PROM nor GRBI presented a poverty analysis at design.

31. The MTE reviewed the 10 project documents for the way they presented a poverty analysis of the relevant sector. The basis for this was similar to that outlined above in paragraph

28 for reviewing gender analysis, except that one of the questions was whether the project uses any socio-economic indicators (e.g., income level, asset ownership, low-paid occupation, residence in katchi abadi, etc.) to identify specific groups of the poor. The finding is that *poverty-related analysis is missing from the design of GSP projects.* More specifically:

(a) The poor who might have been the target group are not identified by any socio-economic indicators[11].

(b) It is not possible to identify interventions aimed explicitly at identifiable groups of poor; there is a presumption in WACT, however, that microfinance is for the poor.

(c) Lack of poverty analysis justifiable in only one project, NICGAP, which is aimed purely at strengthening the MOWD.

32. Finally, a careful review of the design of GSP projects raises *questions about the real-*

[11] This omission can also be noted in many if not most of the development projects in general.

*ism and ambitiousness of objectives and outputs.* For example, some of the objectives clearly

cannot be achieved in the life of a three-year project, and this has been noted by a number of the PMUs in the self-assessment. Other objectives and outputs may be unrealistic for other

reasons. The following examples (taken from Annex V) illustrate the kind of questions that may be aimed at the objectives and outputs of the projects (and these points are further elaborated

in section 2.5):

☿ WPS: The purpose ("empowering women in public office," etc.) is too broad in comparison

with what the project is supposed to do. The output "holistic and integrated capacity development" may be fine if it is limited to "integrated," but too broad if it aims at the holistic, which could include several areas of governance and development that the project is not touching.

☿ WACT: Objective includes research and policy advocacy. Is it realistic to expect busy, target-oriented private sector implementing partners to find the time and means for research and advocacy related to public policy?

☿ GJTMA: The Musalihat Anjumans are nominated by local politicians. Even if the members

of the anjumans are honest and dedicated people, they are bound to be influenced by local politics, which is based on tribal and caste loyalties, kinship ties, religious and class perspectives and so on. Politicized institutions in Pakistan have not generally achieved credibility in dispensing justice, and this raises the question whether the Musalihat Anjumans would be able to establish their credibility in terms of the dispensation of justice.

☿ GRBI: It is difficult to make a convincing case that any project such as the GRBI could achieve the three stated objectives in three years.

☿ NICGAP: It is understood that this project was initiated (and financed exclusively by UNDP) in order to enhance professional staff levels of the MOWD. As a result of this, the development objective of the project is too diffuse.

☿ GMP&D: This project has six outputs and five diverse and ambitious objectives. Is this realistic? Is "establishing knowledge-based networking, e-forums and a community of gender mainstreaming practitioners" an objective for the PMSU, rather than a project?

## 2.4 Efficiency

33. The GSP shares at least two of the problems that afflict most of the development projects in Pakistan, namely, implementation delays and low disbursement rates. The nomination and replacement of counterpart staff, particularly the Project Director, is one of the main reasons for implementation delays, including delayed start-up. Finding office space and establishing an office also takes time. Several projects also reported delays caused by lack of

understanding of the Project Cycle Operations Manual (PCOM). The PCOM is the manual agreed between UNDP and the Government of Pakistan (represented by the Economic Affairs Division, or EAD) for managing UNDP-assisted projects in the NEX modality. UNDP organizes orientation sessions on the PCOM for the staff of all new projects, but *staff turnover has generated a need for additional orientation in PCOM rules and procedures that has not yet been addressed systematically.*

34. The human resource management function for UNDP-assisted projects is elaborated in the PCOM. Although the government alone is responsible for nominating the Project Director (PD), the PCOM specifies a certain level of seniority for this position. Even then, the Punjab Government appointed a junior officer as a PD, and it took a considerable amount of time and effort to persuade the government to abide by the PCOM. At the other extreme is the fact that the Chairperson of the NCSW is also the PD of the IS-NCSW project. The Chairperson of the Commission reports directly to the President of Pakistan, but the Commission does not have another senior officer who could be eligible for appointment as the PD.

35. UNDP representatives (from the PR&GU) are key members of the committees that select project staff, including the National Programme Manager (NPM). Project staff are recruited on UNDP service contracts but these contracts may be terminated at the recommendation of the PD. The PR&GU expects the NPM to serve as a bridge between UNDP and the implementing partners. The *problem arises when the NPM views either UNDP or the implementing partner as an alien entity;* two of the ongoing GSP projects have faced this problem in recent months.

36. The financial management function is also set forth in detail in the PCOM. In this connection, the *main challenge has been to persuade the PDs to follow the PCOM rather than the government's rules,* which are generally more restrictive. A number of PDs and their colleagues in the government have had to be briefed and reassured repeatedly that the PCOM has been approved by the government, and that adopting PCOM rules and procedures would not attract adverse reaction from government authorities, particularly the auditors.

37. A number of *issues related to the PCOM that were cited repeatedly by GSP project officials as problem areas* are noted below with commentary:

(a) Honoraria or project allowances are not available to the PDs. UNDP has clarified that this kind of entitlement is not permissible under the rules established by the UNDP headquarters.

(b) The daily subsistence allowance has been reduced significantly in recent months. This does not appear to be an across-the-board problem, though it is correct that the allowance permitted for locations in the "elsewhere" category appears too low to be

realistic.

(c) There is no provision in the PCOM for an alternate signatory in the absence of the Project Manager. At the same time, some projects do not follow the PCOM provision for designating an alternate signatory in the absence of the Project Director. This creates a bottleneck when, for example, the PD proceeds on leave or training.

(d) Some projects commented that the rates they could pay to consultants are far below the rates that the UNDP Country Office is allowed to pay to certain consultants. UNDP has clarified that exceptions to standard rates may be made under certain circumstances by UNDP as well as UNDP-assisted projects.

38. A detailed review of a sample of the project documents suggests that the *unit rates used in GSP project budgets for inputs such as office staff, consultants, workshops and equipment are reasonable and realistic.* PMU offices and facilities observed in Islamabad, Lahore and Karachi are generally functional but not lavish. Overall convenience and functionality, however, are below the levels of donor agency offices. In particular, the *lack of support staff is a major problem in most of the PMUs,* and in NICGAP it has been a particularly serious constraint[12].

39. In relation to the *structural aspects of project management and coordination:*

(a) The GMP&D is a large, diverse and challenging project, for which one senior position in addition to the PD may be inadequate. By comparison, the WPS is equally large and challenging, but it does not have objectives that are as diverse as those of GMP&D.

(b) The PD of GRBI observed that the Secretary of the Ministry of Finance, who is the designated

chair of the PSC, is an extremely busy officer, and this delayed holding the PSC meeting until it was decided that the Additional Secretary could chair it. In other cases (e.g., GMP&D), it is not clear why a PSC meeting has not been held so far.

40. As observed earlier in this report, the GSP has been growing quite rapidly, while the PMSU proper has been shrinking. Moreover, economies of scale in management are undermined

by some very small projects (WACT, NICGAP and IS-NCSW) with budgets in the range of one-quarter to one-half million dollars. As a result of this combination of factors, programme

management has become a particularly challenging aspect of implementation. Inevitably, *some growth pains have emerged, with effects on both design and implementation;*

*for example:*

(a) Quality at entry, as evidenced by project design, is inconsistent: project objectives and outputs are not tightly related to the GSP goal and objectives; gender analysis is not uniformly of a superior quality; and poverty analysis is lacking.

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[12] The government had promised to provide the support staff and office supplies.

(b) During implementation, the PMSU has not had sufficient resources to speed up implementation.

Low disbursement rates are one result of this, and lack of attention to the quality of some outputs another. In more subjective terms, however, all the projects have reported that the PMSU has been responsive and helpful at critical stages, and that this has facilitated progress during implementation.

41. *Growth pains that are affecting programme management may also be spilling over into the coordination function of the PMSU.* For example, the PMSU's knowledge management function, outlined in the GSP project document, continues to lack the kind of operational articulation

that would assist GSP projects during implementation. For example, the projects in Balochistan have set up an informal mechanism for inter-project coordination that could have been documented (and possibly replicated in other provinces) in terms of what it looks like, how it works and what kind of synergies and improvements in implementation it has brought about.

42. The Balochistan example notwithstanding, the CACs (introduced above in paragraph 7) remain a structure in need of useful coordination functions. The thinking now at the PR&GU

is that it would be best to organize the CACs in two ways, one set of CACs for all projects at the provincial level and another set of CACs for focusing on the three pillars. Clearly, the provincial level mechanism would not be for the components (now called pillars); thus, "CAC" would be an inappropriate term for it. The more serious problem is with the other CACs, the ones that may be organized around the three pillars. For example, WPS is placed under the political empowerment pillar and GJTMA under institutional strengthening, but the two projects

have some natural synergies that require coordination across the pillars that has already started taking place. Moreover, while WACT and CELDAC, both of which are under socio-economic

development, may gain by learning from each other about microfinance, it is less clear what GEN-PROM may gain from a coordination arrangement with these projects. In short, *the coordination function remains to be articulated in practical ways that generate benefits in terms of synergy across the GSP.*

## 2.5 Effectiveness in Achieving Objectives

43. As discussed earlier (in section 2.3), there is a question about the realism of several of the project objectives and expected outputs of GSP projects. Clearly, the ambitiousness of project objectives and outputs is an important determinant of whether or not a project is effective

in achieving its objectives and outputs. This theme runs through the following discussion, in which the GSP projects are reviewed one by one for likely effectiveness (with reference to the objectives and outputs listed in Annex V).

44. The WPS does not have stated objectives but it has three programmatic outputs. All three outputs call for delivery and strengthening of institutions, but one of them refers to "holistic and integrated capacity development" for women councillors. The "holistic" part of

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this expected output raises questions about aspects of governance that are inadequately covered

in the training (e.g., technical knowledge of development, poverty alleviation, dispute resolution, etc.). *Other than this, the outputs will most likely be delivered as designed.* A major

reason for this expectation is the experience gained by UNDP and its implementing partners during the W3P, which provided the basis for WPS; another reason is cooperation with a related

UNDP-assisted project (GJTMA) that also focuses on the new local government system.

45. The project document of WACT is actually a Memorandum of Understanding (MOU) between UNDP and two implementing partners, namely, OLP and FMFB. Annex A of the MOU

is the business plan provided by FMFB and Annex B is OLP's business plan. The MOU establishes

one objective for WACT; Annex A identifies four objectives for FMFB; Annex B lists four objectives for OLP in the logical framework analysis, and six in OLP's business plan itself. *By and large the objectives are realistic and are likely to be achieved*[13], except that:

(a) The overall objective in the MOU calls for integrating policy advocacy and research initiatives
in the project. As indicated earlier, it is unlikely that implementers such as OLP
would find the time and means required for undertaken effective research and advocacy
to influence public policy.
(b) The OLP's business plan calls for it to "work for creating enabling environment for the microfinance industry to grow within Pakistan." It is not clear how OLP would pursue
this objective and achieve it effectively in this two-year project.
46. The GJTMA project has four objectives that are stated in terms of capacity building, public engagement, women's awareness and men's participation. The main issue is that the targets are set in terms of Union Councils, the number of Union Councils in the pilot districts is much larger in Punjab than in the other provinces, but the budget is divided equally among the four provinces, because each of them is working in two pilot districts. This contradiction could reportedly undermine effectiveness in Punjab, but ownership by the province and coordination
with WPS could help overcome this limitation.
47. *If budgetary allocations do not get in the way, the GJTMA project would certainly achieve almost all its objectives.* A major reason for this is the exceptionally high degree of ownership of the project by the provincial governments. Indeed, this project is arguably the leader among GSP projects in terms of ownership by the government and cooperation with another GSP project (WPS). The problem, as outlined above in paragraph 32, is that an institution
such as the Musalihat Anjuman that is influenced by local politics may not be able to attain credibility in terms of dispensing justice at the community level, which is the second objective of the project (refer to Annex V).

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[13] In addition, reports suggest that this project is generating some innovative financial products that may well provide the basis for scaling up in future.

48. The project aimed at the institutional
strengthening of NCSW (IS-NCSW)
does not have any stated objectives. The
background provided in the project document
states, however, that the project "aims
at strengthening the organizational capacity
of NCSW for policy analysis, research
and advocacy." In addition, the project
document lists four programmatic outputs
that call for systematic research, review and
analysis of laws and policies, genderresponsive
policy proposals, dissemination
of findings and recommendations, and linkages
with civil society and the private sector
for the purpose of policy advocacy. Viewed
mechanically, *the outputs for capacity building,
dissemination and linkages are likely to
be delivered as planned.* There are, however,
continuing difficulties in research management
and advocacy that are getting in
the way of effectiveness.
49. More specifically, there is no clear
articulation of a process for setting research
priorities, undertaking the analysis of laws
and policies, and going through public consultation

so as close the process of analysis and bring the findings and recommendations to the stage of dissemination. In addition, research outputs are not prepared to a level of quality that may be expected from a high-profile institution such as the NCSW, and this becomes quite clear when the research outputs of NCSW are compared with those of the GRBI. Moreover, lacking articulation of linkages with civil society, the mass media and the private sector, the path to effectiveness in advocacy is not fully transparent either. And finally (refer to Box 2), the NCSW has recently found itself in a controversial situation vis-à-vis a documen-

**Box 2: MTE Position on a Documentary Commissioned by NCSW on the Hudood Laws**

On 21 July 2006, The Friday Times (TFT), a respected English language weekly published from Lahore, reported that the Chairperson of NCSW had tried to censor the production of a documentary commissioned by the NCSW on the Hudood Laws, by insisting that all references to former President General Zia ul Haq be removed from it. The documentary had been prepared by a team led by the highly respected producer Ms Madiha Gohar and delivered to the NCSW in March 2006. In response to a request for clarification, the NCSW through its National Programme Manager advised the MTE that "This news item in TFT maligns falsely NCSW for reasons best known to them. Strangely this news item at the same time certifies that the documentary was shown uncensored." The NCSW has not yet issued a public rebuttal of the TFT report that would normally be expected in such a situation.

While the members of the MTE mission are aware of the basic facts surrounding this controversy, it is not the mandate of the MTE to investigate allegations and establish the veracity of claims made by one party or another. The MTE's position is that any lack of objectivity, and any distortion or censorship of material facts in research and advocacy, would irredeemably compromise an institution such as the NCSW.able cost

("doing things right").

tary it had commissioned on the Hudood Laws that relates to its role in linking up with the mass media and the private sector for purposes of dissemination and advocacy.

50. The GRBI has three outputs listed in its annual work plan that are also mentioned as objectives in the project document (but the sentence under the heading "Objectives" refers to outputs, not objectives). What these objectives (or outputs) do not make clear is that the project
is focusing only on the Federal budget and one particular province, namely, Punjab, and only on selected segments of three sectors, namely, health, education and population welfare.
Moreover, the first objective is that "government spending addresses the needs of women and
men equitably and attends especially to the needs of the poor," which is a tall order, indeed, for a three-year project. The second and third objectives are also quite ambitious, if budgetmaking
is viewed as part of national discourse rather than as a numerical exercise only.

51. At the same time, it is important to note that *the project is well on its way to establishing the building blocks that are essential for gender-sensitive budget analysis and allocation.* The project has provided significant inputs on gender for the new PRSP and introduced gender
dimensions in the initial steps of the budget process (this refers to the Budget Call Circular of the Government of Punjab). And it has produced three high-quality research reports (one each for health, education and population) under the generic title of gender-aware policy appraisal. Each report has been prepared by an author who knows the subject, has a degree of standing in the relevant field and follows the standard research methodology developed by GRBI with the help of a leading international adviser. All three reports provide excellent analysis
from a gender point of view. With the exception of a few sentences in two of the reports, however, they are lacking in terms of poverty analysis. And the policy recommendations provided
vary from the general ones in one report to some quite specific policy targets and instruments
in another. On balance, however, the GRBI is GSP's flagship project in terms of how to conduct gender-sensitive policy analysis.

52. NICGAP, according to its quarterly progress report for April-June 2006, "is a concentrated
capacity injection in the form of six professional and two support staff" in aid of the MOWD. It has two programmatic outputs, one focusing on policies and programmes for women's empowerment and the other on monitoring compliance with international and national commitments. The project has been reportedly very busy assisting the MOWD with its day-to-day activities, but it is not quite clear what it has accomplished in relation to its stated
outputs. The most recent quarterly progress report confirms that the capacity injection has been useful for the MOWD, but *there is no sense of continuous progress towards women's empowerment and compliance with Pakistan's international and national commitments.* Indeed, the sense conveyed by the project's progress reports and self-assessment is that mere
activity is mistaken for progress; the responsibility for this lies with the authorities responsible for the project at MOWD.

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53. The GMP&D project has five objectives and six outputs. Although focusing on the Planning and Development (P&D) entities at the Federal and sub-national levels, the goal of

the project also refers to implementation, which is not within the mandate of P&D (this has also been pointed out by the Project Director). Moreover, *at least three of the five objectives of the project appear either entirely or partly misplaced* in the context of this project. More specifically:

(a) One objective calls for establishing gender disaggregated databases, but databases are established in the government by specialized statistical outfits rather than P&D.

(b) Another objective aims to "establish knowledge-based networking, e-forums and a community of gender mainstreaming practitioners," which is more of a PMSU coordination function than an objective for a project such as the GMP&D. The project has clarified that all that this means is that the project would provide computers to government officials for using various information technology services. This is do-able and may be necessary, but it is not quite the same as the stated objective.

(c) A third objective requires the project to "develop institutional mechanisms and procedures for systematic gender mainstreaming and accountability in government." This seems to be more of a national than a project objective, and it is not at all clear what the GMP&D could do about mainstreaming gender and accountability in the government as a whole.

54. The project's target of sensitizing and training relevant P&D officials from all districts of the country in three years also calls for a healthy dose of realism. This is all the more important in view of the lack of engagement of senior decision-makers in the project and the fact that the project has still not held its first PSC; both of these are signs of lack of ownership at the higher levels of decision making. The project is doing well to institutionalize training for government officials at the Pakistan Institute of Development Economics (PIDE), a nationally recognized research institute, and the National Institutes of Public Administration (NIPAs). The problem is that PIDE and the NIPAs are research and training institutes, respectively, with little hands-on experience in P&D-type functions. If they use only their in-house expertise to develop the training curriculum, the result, predictably, would be a somewhat irrelevant curriculum content that would undermine the effectiveness of this initiative. In addition, most of the NIPAs are reported to have a capacity constraint in terms of the number of people they could train, given their existing training calendars. Considering the relevant facts, *it is unlikely that GMP&D would achieve its objectives as planned.* Having said that, it is important to point out the project continues to work diligently on all the essential building blocks for engendering the planning process of the government at the Federal and sub-national levels.

## 2.6 Key Conclusions on Performance

55. The key conclusions on GSP performance in terms of relevance, efficiency and effectiveness may be summarized as follows:

(f) The GSP goal and objectives are consistent with the 2004-2008 UNDAF but not with the prevailing (including the UN's) view of governance and the inclusion of civil society and the private sector in governance.

(g) Except for a lack of emphasis on poverty and the over-ambitiousness of a number of project objectives, the GSP is doing the right things. And it is doing many of the things the right way. Strong ownership of the initiatives related to microfinance, local government and gender-responsive budgeting has made a difference.

(h) Consistency and progress have been undermined, however, by growth pains: quality

at entry is not consistent, and implementation delays and low disbursement levels are issues in implementation.

(i) Growth pains are also affecting the knowledge management and coordination functions of the PMSU. The need and functions of the CACs remain unclear.

(j) Many if not most of the objectives for capacity building, linkages, dissemination and awareness-raising are likely to be achieved, if cast realistically. The achievement of objectives related to the dispensation of justice and influence on public policy is questionable.

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# 3. IMPACT AND OVER-ARCHING ISSUES

## 3.1 Impact on Human, Financial and Physical Assets

56. WACT is the only one of the seven ongoing projects in which an impact on the financial and physical assets of the beneficiaries may be expected. The two implementing partners have made loans and lease financing available for income generation to about 8,000 women. As a result, *impact on the physical assets of the beneficiaries is also becoming visible.* The beneficiaries
visited during the course of the MTE reside in low-income localities, and this supports the presumption that the project would have a positive impact in terms of poverty alleviation. However, *systematic documentation on the project's outreach to the poor is not available.*

57. *WACT and three other projects, namely, WPS, GJTMA and GMP&D, also have strong training components that are intended to have an impact on human capital.* Without intensive field work, it is impossible to assess the impact of these training programmes in an objective and authoritative manner. The evidence from WACT is that training of implementers and beneficiaries
has taken place and that this may be helping promote microfinance and enterprise development. In WPS, a positive impact on the role of women councillors is expected on the basis of the W3P experience (some of which is reported in the compelling anthology Powerful
Stories by Powerless Women, published in 2005 by UNDP Pakistan). In GJTMA, the fact that
scores of Musalihat Anjumans are in business and supported by representatives of the police, the judiciary, the legal community and civil society points to a positive impact on human capital.
The GMP&D project, however, has been slow in generating an impact in terms of gender-sensitive human capital in the government.

## 3.2 Impact on Institutions and Policies

58. Although five of the seven ongoing projects are classified as institutional strengthening projects, all seven include components for institutional strengthening and several have interventions aimed at the regulatory framework and relevant policies. *A positive impact on institutions is emerging in WPS, WACT, GJTMA, IS-NCSW and GRBI.* In NICGAP, there is positive
impact on the functioning of the MOWD, but it is questionable whether the project has so far brought about positive institutional changes. In GMP&D, the project has been investing in a number of training institutes, but discernible impact on these and the P&D outfits of the country is yet to be seen.

59. In at least six of the ongoing projects, investment in human capital and institutional strengthening is based on the expectation that it would lead to improvements in policy and the regulatory frameworks. The *emerging trends, summarized below, indicate a mixed scenario*
*in terms of the impact on policy and regulatory frameworks:*

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* WPS: It is not clear how this project

would lead to gender-sensitive local
development for women and the poor in
the constituencies of the councils.

☿ WACT: An impact on policy and the regulatory
framework is not yet evident.

☿ GJTMA: This project, though still in a
pilot phase, has already generated a
positive impact on the regulatory framework
for the dispensation of justice (in
particular, through new Rules of Business
that are being adopted by the provinces
and extend somewhat beyond the objectives
of the project; refer to Box 3).
Impact on justice depends on the performance
of new and hitherto untested
institutions.

☿ IS-NCSW: The NCSW can only recommend
changes for consideration by the
government, and the impact on policy
and the regulatory framework is emerging
slowly.

☿ GRBI: Impact on budget policies and the
regulatory framework may take a very
long time to materialize.

☿ GMP&D: Impact in terms of engendering
the planning process in all sectors and at all levels of governance will take a very long time to
materialize.

## 3.3 Sustainability

60. It is too early to say anything conclusive about the sustainability of the ongoing projects.
It is possible, however, to observe some of the key steps that various projects are taking
towards sustainability, and these may be highlighted as follows:

(a) The *main strategy for sustainability in the GSP is to institutionalize project interventions
in appropriate national institutions.* All seven projects have made the best possible
choices in this direction. Future prospects for sustainability depend on the degree of

**Box 3: Rules of Business for Musalihat
Anjumans**

These rules would apply to the entire
province and their scope extends to the following
types of disputes:
1. domestic violence:
2. matrimonial disputes;
3. child abuse, vagrancy and compelling
children, females and disabled persons
to beg;
4. exclusion of females from inheritance;
5. marriage to the Holy Quran, watta satta
(exchange marriage), walwar, swara,
wani (giving women in marriage to settle
disputes);
6. zhagh (asserting ownership over women

of the enemy tribe);

7. forced marriage and human trafficking;

8. forced labour;

9. public insult, assault and degradation of
females;

10. sexual harassment;

11. dowry disputes arising after divorce;
and

12. disputes relating to watercourses.

ownership, and this appears to be particularly high for WPS, WACT, GJTMA and GRBI.

(b) GRBI and GMP&D require a long-term commitment in support of mainstreaming gender in entrenched official processes, and this is likely to test the resolve of all concerned, including UNDP, the cost-sharing donors and the government. Ownership by parliamentarians, particularly women parliamentarians, is not strong, and this could weaken the long-term prospects for sustainability.

61. WACT, which is conceived as a pilot project, is the only private sector initiative among the seven ongoing projects. As a private sector microfinance project, WACT has its own distinct

requirements for sustainability. It is reported that the microfinance operations of both implementing partners (OLP and FMFB) are on the whole profitable. *In WACT, however, the partners have introduced new financial and non-financial products and services, and the sustainability*
*of these has not yet been established.*

## 3.4 Replication and Scaling Up

62. It is difficult to find a clear rationale and process for innovation, piloting and scaling up in the project documents of the GSP. Indeed, with the exception of GJTMA, it is not clear from the documents which of the projects has been conceived as a pilot. Discussion with the PR&GU suggests that WACT is also a pilot project. Moreover, there are innovative elements in GRBI that are being developed for three sectors and in one of the four provinces, and this way of working suggests that GRBI is also a pilot initiative.

63. Given the current policy environment, the level of government ownership and the progress made in developing a regulatory framework, the GJTMA project seems particularly well-placed for replication beyond the eight pilot districts. The market as well as the policy environment for microfinance is also highly supportive of an initiative such as WACT, but the question remains whether WACT's implementing partners can come up with profitable approaches for scaling up their new financial and non-financial products. The GRBI, however, is not as fortunately placed for replication as the other two pilot initiatives: there is a clear need for it to be extended to the remaining sectors and provinces, but the will to do so remains
to be tested.

## 3.5 Key Conclusions on Impact and Over-arching Issues

64. The key conclusions on the emerging and likely impact of GSP projects may be summarized
as follows:

(h) A positive impact on the financial and physical assets of beneficiaries is emerging in WACT. The other projects are not expected to generate such direct benefits on financial and physical assets.

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**IMPACT AND OVER-ARCHING ISSUES**

(i) Four projects—WACT, WPS, GJTMA and GMP&D—are intended to have an impact on human capital. The first three of these may generate significant impact during the project period. Progress in GMP&D may be slower.

(j) A positive impact on institutions is emerging in WPS, WACT, GJTMA, IS-NCSW and

GRBI.

(k) Emerging trends indicate a mixed scenario in terms of the impact on policy and regulatory frameworks. The GJTMA project is the most promising one in this regard.

(l) The impact on gender equity is emerging, and it appears to be strongest at present in WPS and WACT. There is no systematic documentation on GSP's impact on poverty and poverty alleviation policies and regulatory frameworks.

(m) GSP's main strategy for sustainability is to institutionalize project interventions in appropriate national institutions. All seven projects have made the best possible choices in this direction. Future prospects for sustainability depend on the degree of ownership, and this appears to be particularly high for WPS, WACT, GJTMA and GRBI.

(n) Although it has been seeking and promoting innovations, GSP has not articulated an innovation promotion process that would lead it from the identification of innovations and innovators to piloting and scaling up with appropriate partners and policy dialogue.

# 4. RECOMMENDATIONS

## 4.1 Recommendations on Project Goals, Objectives and Outputs

65. During the preparation of a new logical framework analysis for 2005-2008, the PR&GU revised the GSP goal and objectives and introduced a degree of realism in these drivers
of project design. There is a need, however, to re-visit the goals and objectives (as well as the outputs) of GSP and its ongoing and pipeline projects, and introduce a greater degree of realism in these. There is, in particular, a definite need to simplify GMP&D and make it more realistic by revisiting its objectives and outputs, and even reducing these by one or two. Examples relating to other projects have been given earlier in this report, and the GSP has already embarked upon an exercise to work with this recommendation.

66. Two other directions of change at the level of goal and objectives are also indicated, namely:

(c) If it is feasible, GSP should re-visit the limited notion of governance it has adopted, incorporate civic governance in its approach to governance, and shift more towards civil society and private sector.

(d) Where appropriate, GSP should attempt to enhance synergy and coordination through project objectives; for example, by stating an objective for which GRBI and GMP&D, or GJTMA and WPS may coordinate with each other.

67. The gender analysis given in project documents, though by and large adequate, could be further improved in order to establish clearer links between project interventions and identifiable
groups of men and women. A much stronger alignment of project objectives with the poverty emphasis of GSP and UNDAF is also called for. Wherever possible, the projects should
introduce interventions for identifiable groups of poor; for example, in:

(a) GRBI: focus by gender and socio-economic status (e.g., lowest versus highest expenditure
quintile, lagging district, etc.), and question the assumption that certain sub-sector expenditures are inherently pro-poor and generally adequate. Some examples of focusing on identifiable groups of the poor are present in the gender-aware policy analysis completed by GRBI, but the approach needs to be more systematic.

(b) GMP&D: same approach as proposed above for GRBI, plus, the project could introduce systematic review of the gender dimensions of poverty in the planning and M&E processes.

(c) GJTMA: this project could introduce direct interventions or linkages to social safety nets to support poorer victims of violence: enhancing the staying power of the poor matters

in dispute resolution.

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(d) WACT, CELDAC and GEN-PROM: these income generating projects could include beneficiaries,
and monitor their participation in project activities, on the basis of beneficiary
income levels.

## 4.2 Recommendations for Management and Coordination

68. Although several issues related to the PCOM were raised during the MTE, the pressing need is to organize PCOM orientation sessions for new staff. There is also a need to take a look at the issues listed in paragraph 37 and take decisive action wherever appropriate, so that irritants could be removed and some of the management processes streamlined. Review of one of the daily subsistence allowance rates and appointment of alternate bank account signatories are two desirable measures.

69. At the level of individual projects, there is a clear and pressing need to strengthen the ownership of the GMP&D at the high levels of government. There is also a need to strengthen
the management and development of training modules and toolkits. An additional senior position in GMP&D seems appropriate in view of the diversity of project objectives. More generally,
implementation delays need to be overcome as soon as possible.

70. At the programme level, the GSP needs to decide what to do with the small projects (WACT, NICGAP and IS-NCSW) in order to enhance the economies of scale in management. It may consider phasing out, scaling up or merging these projects with other ones. Even if this
is done, the number of ongoing and pipeline projects would remain large and there is little doubt that programme management would need to be strengthened. Adding high-quality expertise for programme management, poverty analysis and knowledge management within the PMSU would seem to be priorities.

71. Beyond the PMSU, the GSP needs to systematically revisit coordination issues in various dimensions. It needs to work out the practical needs for coordination, the potential for synergy among various projects, the kind of functions and structure the CACs should adopt, and so on. Informal examples of coordination (e.g., in Balochistan) may shed light on coordination
arrangements, but it is not quite clear that every project would benefit from a standard arrangement for coordination.

72. Finally, the MTE concludes that GJTMA, WACT and GRBI may be considered as pilot initiatives, but not all of them are equally fortunate in the prospects they face for scaling up. Given that replication and scaling up are important for UNDP, there is a need for the GSP to identify clearly, and nurture methodically, the pilots through a well articulated innovation promotion
process, with particular attention to the kind of partnerships that are required for various purposes (innovation and testing, documentation and dissemination, policy decisions, scaling up, etc.).

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# Annex I:

## Terms of Reference of the MTE[14]

## 1.0 BACKGROUND AND PURPOSE

### 1.1 Background

UNDP initiatives in the area of gender span a period of two decades. During the early 90s, projects like women in media and women in mobility, focused on generating awareness on

the role of women in society. The Gender Equality Umbrella Project in the late 90s, worked toward policy implementation of national priorities. Two key initiatives under this umbrella, the

women's political participation project that trained over 27,000 women councillors and the Social Audit on Abuse Against Women, provided policy inputs for designing programs to address the poverty, governance and gender nexus.

These initiatives and the results accomplished have served as the foundation for the design of

UNDP-Pakistan's Gender Support Programme. Planned in 2002 and approved in June 2003, GSP aims to "contribute towards poverty reduction in Pakistan through gender-responsive governance and a rights-based approach to sustainable human development."

The programme thus stands on the three pillars of:

☿ Political Empowerment
☿ Socio-Economic Development
☿ Institutional Strengthening

Under these three pillars GSP has embarked on seven different initiatives to support gender equality. These include: Women's Political School, Gender Mainstreaming through the Planning and Development Division and Departments, Gender Responsive Budgeting, Gender

Justice Through Musalihat Anjuman, Strengthening the National Commission on the Status of

Women, Gender and Poverty, and Women's Access to Capital and Technology.

The UNDP Gender Unit assisted by the GSP Programme Management Support Unit (GSPPMSU)

is responsible for results-based management and administration of the programme.

The Unit is working closely with Economic Affairs Division (EAD), Ministry of Women Development, Ministry of Finance, Ministry of Local Government, Planning & Development Division, NCSW, private sector, relevant provincial government departments, donors, civil society

and research organizations to support gender equality measures.

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[14] In the mission's original TORs, the reference is to a mid-term review (MTR).

The Governments of Norway and Switzerland provide basket funding to GSP. The Canadian and Swiss governments have earmarked support to some dedicated GSP projects.

## 1.2 Purpose

The mid-term review aims to:

☿ assess GSP progress towards achievement of objectives;
☿ identify potential implementation and coordination issues at the programme level;
☿ document lessons learned; and
☿ make recommendations regarding specific actions to improve the implementation and management efficiency of the programme.

## 2.0 KEY ACTIVITIES

### 2.1 At the Programme Level

(a) Assess the overall performance of the Programme with regard to its strategy, objectives, the quantitative and qualitative targets defined by the Programme document.

(b) Review coordination mechanisms in place, and their effectiveness in avoiding effort duplication, at the level of both the projects and programmes.

(c) Success of the programme in resource mobilization and recommend innovative ways to improve RM efforts.

(d) Record the significant lessons that can be drawn from the experience of the programme and its results, in particular, anything that worked well and that can be potentially applied to other programmes.

### 2.2 At the Project Level

(a) Assess the implementation arrangements, identify major management and operational issues, and analyze the support of different government departments and institutions/ civil society/donors envisaged under the programme implementation methodology in facilitating the programme and its project to achieve its objectives.
(b) Assess the potential of the projects for replication or upscaling.
(c) Consider preliminary indications of the degree to which the project results are likely to be sustainable beyond the programme's lifetime, and provide recommendations for strengthening sustainability.

## 2.3 Recommendations

Based on the above findings:

ஐ   formulate a set of specific recommendations for any strengthening and re-orientation of the programme; and,

ஐ   identify the necessary actions required to be undertaken, who should undertake those and what the deadline should be;

in order to remove or minimize the problems identified, ensure efficient and effective implementation,

and maximize programmatic impact.

## 3.0 SCOPE OF WORK

## 3.1 Methodology

(a) Review of documents. The key documents to be reviewed are: Country Programme Action Plan (CPAP - 2004-08), Multi-Year Funding Framework (MYFF), GSP programme document, UNDP guidelines for monitoring and evaluation, progress reports related to the programme, all the Annual Work Plans for the previous years, including budget and financial reports and agreements for sub-contract(s).

(b) Self-assessment. All Federal and Provincial PMUs that are engaged in the GSP will undertake a self-assessment prior to the commencement of the MTR mission. The selfassessment
will be prepared in line with the methodological framework introduced
below and submitted to the Gender Unit no later than 10 May 2006.

(c) Project review meetings and workshop. The mission will meet all relevant PMUs, most of them where they are located and some in Islamabad, for in-depth discussion of the self-assessment as well as other aspects of the MTR. For this purpose, one or two mission members will meet officials from each PMU for about half a day and prepare a project review note (PRN) based on the self-assessment and the meeting. Prior to submitting its Draft Final Report, the mission will present its findings and recommendations at a workshop for UNDP and project representatives.

(d) Meetings and workshop with other stakeholders. The mission will also meet relevant donors, key stakeholders and government officials to review relevant aspects of the GSP. After preparing its Draft Final Report, the mission will present its findings and recommendations
at a workshop for the GSP cost sharing donors and Programme
Steering Committee members.

## 3.2 Methodological Framework for Assessment of Results

The self-assessments as well as the MTR will be guided by the framework outlined in Appendix

A of the TORs. This framework provides a methodology that is in line with international evaluation
principles and practice, and has been adapted for use by the MTR mission and the projects.

It enables the projects and the mission to follow a consistent approach to the assessment of results (that is, project performance and impact).

## 4.0 OUTPUTS

Each (Federal and Provincial) PMU will prepare a self-assessment that will be forwarded to the

mission o/a 10 May 2006.

Each mission member will prepare:

- PRNs for the projects for which they are responsible for conducting project review meetings; and,
- A complete draft report on the three or four of the seven projects assigned to the individual

team member. This contribution will have almost the same table of contents as the mission's draft final report.

The Team Leader will prepare a comprehensive mission report including assessment of programme

concept and design, progress achieved to-date (identification of causes of slow progress, if any, and suggestion of remedial measures), lessons learned, and recommendations

for its smooth execution/implementation.

The Mission's findings and recommendations will be thoroughly discussed with the UNDP Country Office/UNOPS, project management and the EAD.

The Mission will complete and submit a draft final report in both hard and soft copy at the end

of the mission.

## 5.0 THE MISSION

The Mission will be headed by an Institutional Development Expert of international and national repute who has had extensive experience with multi donor, multi-sectoral gender and

development projects. Two senior professionals with experience in the field of poverty, gender

and good governance will contribute and support the team leader. The GoP may designate a representative to join the mission for the whole or part of the MTR.

## 6.0 DURATION

The mission will assemble in UNDP, Islamabad office where it will be briefed about the tasks to be performed. The duration of the mission is 19 working days[15]. The Mission Leader will finalize the report in the light of comments/suggestions of stakeholders.

MID-TERM EVALUATION
GENDER SUPPORT PROGRAMME

[15] This was extended subsequently by three-to-four days.

## 7.0 DOCUMENTS TO BE CONSULTED

- UN Development Assistance Framework
- Common Country Assessment
- Country Programme Action Plan (2004-2008)
- Multi- Year Funding Framework (MYFF)
- Annual Progress Reports
- Budget
- Annual Work Plans
- Quarterly Progress Reports
- UN Gender Statement
- GEUP Evaluation Reports
- GEUP Project document
- GSP Programme Document

- ♉ Sub Project documents and Concept Notes
- ♉ Steering Committee Minutes
- ♉ NPA/NPDEW/ GRAP/CEDWA – gender issues
- ♉ Other published and unpublished information and documents relating to the project

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# Annex I Appendix A: Methodological Framework for Assessment of Results

This framework consists of:
- ♉ An introduction to the standard evaluation criteria to be used in the MTR;
- ♉ Note 1, which elaborates the evaluation criteria;
- ♉ Note 2, which provides guidelines for projects to undertake a self-assessment that will be validated by the MTR Team; and,
- ♉ Self-Assessment Table 1 (provided in a separate Excel spreadsheet) that asks the PMUs

to summarize the progress to date in a standard format.

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MID-TERM EVALUATION
GENDER SUPPORT PROGRAMME

**CRITERIA AND SUB-CRITERIA Combines 1.1 to 1. 1.3**

1.1 Relevance of objectives Extent to which project objectives, as formally
documented at the time of evaluation, are relevant
to gender equality and women's
empowerment, to UNDP's country strategy (as
contained in the UNDAF) and the government's
policies and strategy for gender equality
and women's empowerment.

1.2 Effectiveness Extent to which the project has met (or is likely
to meet) relevant project objectives, as
understood and documented at evaluation.

1.3 Efficiency Extent to which the project achieved, or is
expected to achieve, benefits commensurate
with inputs, based on economic and financial
analyses or unit costs compared with alternative
options and good practices.

**2. IMPACT OF PROJECT Combines 2.1 to 2.6**

2.1 Impact on physical and financial assets Elaborated below in Note 1
2.2 Impact on human assets "
2.3 Impact on social capital and empowerment
"
2.4 Impact on institutions "
2.5 Impact on policies and regulatory framework
"
2.6 Overarching factors: "

# Introduction to Standard Evaluation Criteria

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- ♉ Sustainability Reflects rational expectations of sustainability.
- ♉ Replicability/scaling up Reflects actual or potential replication.
- ♉ Impact on gender equality and
women's empowerment
Assessment of impacts on gender is mainstreamed
into 2.1-2.6 above and consolidated
here.

3. PERFORMANCE OF THE PARTNERS Combines 3.1 to 3.4
3.1 UNDP Adequacy of original design, follow-up during
implementation and selection of partners.
3.2 UNOPS Adequacy of relevant PMU functions.
3.3 Government and its agencies Focuses on government's responsibility and
ownership for the project.
3.4 Non-governmental organizations (NGOs)/
Community-Based Organizations (CBOs)
Focuses on the role of these partners in capacity-
building and empowerment of women and
the poor.

## Annex I Appendix A, Note 1: Elaboration of Evaluation Criteria
## 1. Performance of the Project
### 1.0 Three Criteria for Assessment of Performance
Performance of the project is assessed through three criteria: relevance of objectives,
effectiveness
(the extent to which the objectives have been achieved) and efficiency (how economically
resources have been converted into results). Taken together, these three criteria capture
how well the needs of gender equality and women's empowerment have been addressed,
and
how well the project has performed against its objectives. The criteria focus on the quality of
the project objectives ("doing the right things") and the extent to which the right objectives
were achieved at reasonable cost ("doing things right").

### 1.1 Relevance
Relevance determines whether the project was worth doing. It assesses whether project
objectives
were focused on the right priorities when designed, and if they were adjusted to suit
changing circumstances during implementation. It records whether project design was
updated
during implementation to reflect emerging needs and perceptions, or whether it needed to
be updated.
Judging relevance should be based on: (i) the needs of gender equality and women's
empowerment;
(ii) UNDP's strategy in the country as detailed in the UNDAF; (iii) the overall GSP
approach; and (iii) the context of the situation in the project area and the whole country. This
should include, for example, strengthening grassroots organizations, the use of NGOs and
civil society as partners, participation of women and the poor during design and
implementation,
mainstreaming of gender issues, and promotion of replicable innovations.

### 1.2 Effectiveness
This is a measure of whether the project has achieved what it had been designed to do. It is
assessed by reviewing how well the stated objectives have been achieved. If a project logical
framework is available, it will provide a basis for assessment. The statement of objectives in
project documents can be used to reconstruct a log frame, if an explicit one is not available.

### 1.3 Efficiency
Efficiency is defined as the extent to which the project has achieved, or is expected to
achieve,
benefits commensurate with inputs, based on economic and financial analysis or unit costs
compared with alternative options and good practices. Assessments of efficiency should take
into account: (i) actual costs compared with appraisal estimates and any revisions; (ii)
implementation
delays and any redesign that may have increased costs; (ii) the level of benefits and
their growth curve compared with expectations (if feasible); (iv) utilization rates for project

facilities and services; (v) whether services and facilities meet good practice standards; and (vi)
whether benefits appear adequate compared with costs.

## 2. Project Impact or Likely Impact

### 2.0 Impact May Span Three or Four Categories of Impact Domains

*Impact can be defined as "the changes in the lives of the intended beneficiaries, as they and their partners perceive it at the time of the evaluation, to which UNDP's intervention has contributed.*
*Changes can be positive or negative, intended or unintended."*

Impact addresses the question, "What has been achieved with this project in terms of results on the ground affecting the lives of the intended beneficiaries and their environment?" This includes elements of physical results, outcome of project activities and effects on the project beneficiaries. These changes fall mainly in the following categories: economic changes, social
changes, and institutional and policy changes. Evaluation criteria corresponding to these changes are elaborated below.

### 2.1 Impact on Physical and Financial Assets

An asset, also called "capital stock" or "endowment," is anything that can be used, without being used up, to increase regular returns above receipts from labour, whether hired or selfemployed,
and thus enhance production, income and consumption. For sustainable poverty alleviation, the rural poor must have legally secure entitlement to physical and financial assets
– land, water, savings and credit, livestock, tools, equipment, infrastructure, technology and knowledge.

### 2.2 Impact on Human Assets

Human assets are capital "embodied" in people. They are conventionally classified as nutritional
status, health and education, but their nature is changing radically with the development process. Human assets have intrinsic value in raising capabilities and instrumental value in raising income and improving livelihoods. These values can be realized directly, by applying
improved skill or health to labour and other activities; and indirectly, by using improved health, education and nutrition to control more assets that raise income and consumption.

### 2.3 Social Capital and Empowerment

Building the collective capacity of women and the poor (their social capital) is essential for poverty alleviation. Strengthening local level self-help organizations will increase their capacity
to exploit potential economic opportunities and to develop stronger link with the markets and external partners. A strong social capital base will empower the poor and enable them to interact with those wielding social power on a more equitable and informed basis and negotiate more effectively to improve their livelihoods. In the absence of strong social capi-
tal of the poor, investment in human and physical assets will fail to deliver sustainable benefits.

### 2.4 Impact on Institutions

Much of the lasting change brought by UNDP projects arises from improved capability of institutions
at all levels of project operations. At the beneficiary level, community- based organizations

can become more self-reliant in accessing services to support the project target group (and this is covered under social capital). Local governments and field offices of government agencies provide services that assist services for the poor. NGOs also work to support project

beneficiaries. Increasing the knowledge, capability and viability of these organizations can have a major contribution to replication and sustainability of project impact. At the regional and national level, institutions involved in the project can be affected by the learning that results from the project and adapt its activities accordingly.

### 2.5 Impact on Policy Environment and Regulatory Framework

Existing institutions, policies and regulatory framework influence significantly the lives of the rural poor. Supporting the capabilities of existing local public institutions in servicing the rural poor and reorienting existing policies of institutions in favour of the poor is an increasingly expected result of UNDP operations.

Regulation encompasses the change brought about in sectoral and national policies affecting the intended beneficiaries, the "rules of the game", namely: laws, statutes and regulations that constitute the enabling environment for economic and social activity, as well as the degree of decentralization allowing decision making to be taken at local level. The relevant rules of the game typically include legal and property rights, credit regulations, statutory interest

rates, marketing regulations, cooperative law, user association regulations, input and product prices/subsidies as determined by government, inter-tribal and ethnic divisions, social

restrictions on women's activities, and traditional allocation by gender of rural tasks and of income from different crops and livestock.

## 3. Overarching Criteria

### 3.1 Sustainability

The sustainability[16] criterion involves making a judgment that the net benefits generated by the project will be maintained beyond the project life. Future uncertainty is a given for any project. However, a judgment can be made on how well the beneficiaries have included changed practices within their every day life, how institutional changes are embedded in orga-

[16] The ten factors affecting sustainability are: social support, technical soundness, government commitment, commitment of other stakeholders, economic viability, financial viability, institutional support, environmental impact and protection, resilience to exogenous factors, replication.

nizational structures and programmes, and how policy and attitudinal changes are absorbed by those affected by the project. The criterion focuses on the gains that are likely to be maintained

and why. It also emphasizes the risks to existing and potential benefits.

### 3.2 Potential for Replication and Scaling up

This can be assessed by how well project activities: (i) build on and improve existing local technologies

or approaches; (ii) are simple to understand and implement, which increases the chances of other community members and institutions adopting the practice; (iii) are culturally

and socially acceptable; (iv) are affordable in terms of financial and time constraints; and, (v) are low risk. Replication can be measured with available project data to identify if project activities have spread to people and communities not directly targeted by the project. In addition,

any upstream activities that have occurred as a result of the project such as collaborative resource mobilization, campaigning for rights, marketing, value adding or scaling up of production

that had not been envisaged in the project design should be included in this section.

**3.3 Impact on Gender Equality and Women's Empowerment**

Gender is a cross cutting theme and effects on gender equality and women's empowerment need to be estimated in assessing impact in all domains. This should take into account the extent to which participation in project activities has been differentiated by gender and the actual and/or relative benefits accruing to women as compared to men. A separate section consolidating the assessment in terms of the preceding criteria would be required for each project.

## 4. Performance of the Partners

This criterion attempts to assess the quality of the services provided by individual partners in preparing and implementing the project. It is also important to assess how the partners facilitate

(or plan to facilitate) the transition to regular operation after project implementation is

over. The criterion also measures the success of the partners in learning lessons during implementation

and applying them to the project. For each partner, the assessment team can

develop an assessment of the strengths and weaknesses of each partner's contribution to the

implementation and impact of the project. This would include consideration of a number of factors such as the following:

⚥    the quality of the services (for design, funding arrangements and flows, management, project operations, monitoring and support services;

⚥    ability to respond to the needs, and facilitate participation, of the beneficiaries;

⚥    effectiveness of operational procedures in line with the needs of the project;

⚥    compliance with covenants/contracts agreed at the commencement of the project; and,

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**Annex I**

⚥    quality of monitoring and reporting.

For each partner, specific mention of their distinct responsibilities should be included, for example, UNDP for timely provision of funds and technical support; government agencies for policy and project support; project management for recruitment and deployment of suitable staff; NGOs for capacity building; universities for innovation and technical support, etc.

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## Annex I Appendix A, Note 2: Guidelines and Form for Self-Assessment and Project Review

## Guidelines for the PMU

1. For each of the evaluation criteria elaborated above, as well as for overall performance and impact, the PMU concerned is requested to provide a rating of 1 to 4 in the following table, where: 1 = negligible/highly unsatisfactory; 2 = modest/not satisfactory; 3 = substantial/ satisfactory; 4 = high/very satisfactory.

2. The rating column may be left blank if any criterion is not relevant to the project. For example, not all projects have objectives and interventions for developing physical and financial assets. In such cases, the precise reason for leaving the rating column blank should be provided. For example, "Project has no relevant objectives" or "Project objectives are not supported by relevant interventions" or "NGOs are not partners in this project."

3. Each rating needs to be justified with a couple of sentences of text to be discussed with the

MTR mission. The justification should be related precisely to sources of evidence, cited in parentheses in each sentence. For example, a high rating for relevance of objectives might be justified as follows: "Project objectives are highly consistent with UNDAF (p. 23), government policies (MTDF p. 125 and MDGR p. 15) and the situation of women in the

sector (as explained in the Project Document, p. 2)." Additional analysis is welcome as an annex to the form.

## Additional Guidelines for the MTR Mission

4. The MTR mission is expected to validate the self-assessment by discussing it with project officials and other stakeholders, and by reviewing available evidence. The mission will then fill out the same form based on its own findings and conclusions, and it could either agree or disagree with the ratings provided by the PMU. The completed form, together with any additional analysis, will be the mission's PRN.

5. The basis for agreement is that: (a) the sources cited by the project provide a satisfactory factual basis for the self-assessment; and (b) the project has drawn the right conclusion from the evidence it has cited. A negative finding on either account would be a basis for not agreeing with the self-assessment. The mission in its PRN should make it explicit why it agrees or disagrees with the self-assessment.

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**Annex I**

Name of Project: PMU (Federal or Provincial): Name/Position of Person Submitting the Form:

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**CRITERIA AND SUB-CRITERIA Rating Justification and Sources of Evidence**
**1. PERFORMANCE OF THE PROJECT**
1.1 Relevance of objectives
1.2 Effectiveness
1.3 Efficiency
**2. IMPACT OF PROJECT**
2.1 Impact on physical and financial assets
2.2 Impact on human assets
2.3 Impact on social capital and empowerment
2.4 Impact on institutions
2.5 Impact on policies and regulatory
framework
2.6 Overarching factors:
☿ Sustainability
☿ Replicability/scaling up
☿ Impact on gender equality and
women's empowerment
3. PERFORMANCE OF THE PARTNERS
3.1 UNDP
3.2 UNOPS
3.3 Government and its agencies
3.4 Non-governmental organizations
(NGOs)/ Community-Based
Organizations (CBOs)
**CRITERIA AND SUB-CRITERIA Rating Justification and Sources of Evidence**

# Annex II:

## Schedule of Meetings

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**Date Time**
**(hours) Meeting With MTE Mission**
**Member(s)**
**GSP-Project/Org.**
**Name**

15 May 06 **Mr Haoliang Xu,** Country
Director, UNDP, Pakistan
**Ms Faiza Effendi,** ARR/Chief
Poverty Reduction & Gender
Unit, UNDP, Pakistan
**Ms Rabia Khattak,** Programme
Analyst, Poverty Reduction &
Gender Unit, UNDP, Pakistan
**Mr Sajid Baloch,** Programme
Coordinator, GSP, UNDP
/UNOPS
Dr Tariq Husain
Ms Simi Kamal
-
15 May 06 1100 to
1300
MTE members internal meeting Dr Tariq Husain -
16 May 06 1030 Mr Babur Baig, Deputy Secretary,
MoF, Islamabad
Dr Tariq Husain
Ms Simi Kamal
-
17 May 06 0930 Mr Ejaz Elahi Piracha, NPD
Ms Marvi Sirmad, NPM
Dr Tariq Husain
Ms Roohi Metcalfe
Ms Simi Kamal
Working Towards
Achieving National
International
Commitments on
Gender and Poverty
Issues, MoWD, Isb.
17 May 06 1400 Mr Muhammad Ayub, NPD,
GMP&DD
Ms Bushara Jaffar Malik, NPM,
GMP&DD
Dr Tariq Husain
Ms Roohi Metcalfe
Ms Simi Kamal
Gender
Mainstreaming in
P&D Department &
Division, Islamabad
Meeting would be rescheduled
(if need be)
after discussions with MTE
members.
Mr Rukhan Abdullah Gardezi,
NPD, WPS
Ms Rehena Hashmi, NPM, WPS
Dr Tariq Husain Women Political
School, Ministry of

Women
Development,
Islamabad
18 May 06 0930 Mr Riaz Akhtar, NPD
Mr Hamid Raza Afridi, NPM
DrMs Simi Kamal Gender Justice
Through Musalihat
Anjuman (GJTMA),
Ministry of LGRD,
Islamabad

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**Date Time**
**(hours) Meeting With MTE Mission**
**Member(s)**
**GSP-Project/Org.**
**Name**
18 May 06 1300 Mr Amir Tariq Zaman Khan, Joint
Secretary, EAD, Ministry of
Economic Affairs, Islamabad
Ms Roohi Metcalfe Economic Affairs
Division, Ministry of
Economic Affairs,
Islamabad
Meeting re-scheduled Dr Arfa Sayeda Zehra,
Chairperson NCSW/NPD
Ms Sofia Noreen, NPM
Dr Tariq Husain Institutional
Strengthening of
The National
Commission on the
Status of Women
(NCSW), NCSW,
Islamabad
18 May 06 1430 Mr Inshan Ali Nawaz, Chief
Operations Officer, First Micro-
Finance Bank, Islamabad
Ms Simi Kamal Women Access to
Capital &
Technology, First
Micro Finance Bank,
Islamabad
18 May 06 1400 Mr Muhammad Ikram Khan,
PPD, GMP&DD NWFP
Mr Ashraf Khan, PPM, GMP&DD
Ms Roohi Metcalfe Gender
Mainstreaming in
P&DD, Peshawar
19 May 06 0930 Mr Abdullah Khan Mehsud, PPD,
GJTMA-NWFP
Mr Mohammad Fahim , PPM,
GJTMA, NWFP

Ms Simi Kamal Gender Justice
Through Musalihat
Anjuman (GJTMA),
LG&RDD, Peshawar
19 May 06 0930 Mr Altaf Hussain Bhatti, PPD,
GMP&DD, Balochistan
Mr Sami Raza Baig, PPM,
GMP&DD, Balochistan
Ms Roohi Metcalfe Gender
Mainstreaming in
Planning and
Development
Department, Quetta
19 May 06 1400 Dr Fakhrul Islam, PPD,
WPS, NWFP
Mr Shah Nawaz Khan, PPM,
WPS, NWFP
Dr Tariq Husain Women Political
School, Directorate
of Social Welfare &
Women Dev. Dept.,
Peshawar
19 May 06 1400 Mr Faisal Jamal, PPD, GJTMA,
Balochistan
Mr Javed Khan, PPM, GJTMA,
Balochistan
Ms Simi Kamal Gender Justice
Through Musalihat
Anjuman (GJTMA),
LG&RDD, Quetta
19 May 06 1430 Dr Syed Ghulam Hyder Kazmi,
PPD, GMPnD, AJK
Mr Aftab Nazir, PPM, GMPnD,
AJK
Ms Roohi Metcalfe Gender
Mainstreaming in
P&DD,
Muzaffarabad, AJK
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**Annex II**

| Date Time (hours) | Meeting With MTE Mission Member(s) | GSP-Project/Org. Name |
|---|---|---|
| 20 May 06 1100 | Malik Ifthikar Hussain, NPD Mr Nadeem Mahboob, NPM Ms Roohi Metcalfe | Gender Responsive Budgeting Initiative (GRBI), Finance Division, MoF, Isb. |
| 22 May 06 0930 | Mr Kamran Ali Afzal, PPD, GRBI | Punjab |

Dr Arshad Mahmood, PPM
Ms Roohi Metcalfe Gender Responsive
Budgeting Initiative
(GRBI), Finance
Department, Lahore
22 May 06 0930 Ms Farrah Saleem, PPD, WPS
Punjab
Mr Sajjad Haider, Provincial
Technical Expert (PTE),
WPS Punjab
Dr Tariq Husain Women Political
School, Women Dev.
& Baitul Mal
Directorate, Lahore
22 May 06 1400 Ch Hasnat Ahmad, PPD, GMPnD,
Punjab
Ms Khalida Ahson, PPM, GMPnD,
Punjab
Ms Roohi Metcalfe Gender
Mainstreaming in
P&DD (GMPnD),
Lahore
22 May 06 1400 Lt Col. Mohammad Shahbaz,
PPD, GJTMA Punjab
Mr Khalid Mahmood Baig, PPM,
GJTMA-Punjab
Dr Tariq Husain Gender Justice
Through Musalihat
Anjuman (GJTMA),
LG Dept., Lahore
23 May 06 0930 Mrs Aseya Qasim, Head
Microfinance Division., Lahore
Ms Roohi Metcalfe Women Access to
Capital &
Technology, Orix
Leasing Pakistan,
Lahore
23 May 06 0930 Mrs Aseya Qasim, Head
Microfinance Division., Lahore
Ms Roohi Metcalfe Women Access to
Capital &
Technology, Orix
Leasing Pakistan,
Lahore
23 May 06 1300 Mr Sikandar Ali Panhwar, PPD,
GJTMA, Sindh
Mr Zakir Shuaib, PPM, GJTMA,
Sindh
Ms Simi Kamal Gender Justice
Through Musalihat
Anjuman (GJTMA),
LG Dept., Karachi
24 May 06 0930 Ms Nancy Foster

Ms Rukhsana Rashid
Dr Tariq Husain
Ms Roohi Metcalfe
CIDA PSU,
Islamabad
25 May 06 1100 Mr Alf Ramslien
Counsellor & Head of
Development
Ms Fauzia Yazdani
Programme Officer
MTE Members Royal Norwegian
Embassy, Islamabad
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**Date Time**
**(hours) Meeting With MTE Mission**
**Member(s)**
**GSP-Project/Org.**
**Name**

25 May 06 1500 Malik Ifthikar Hussain, NPD Ms Roohi Metcalfe Gender Responsive
Budgeting Initiative
(GRBI), Finance
Division, MoF, Isb.
27 May 06 0930 Mr Subhan Memon, PPD, WPS,
Sindh
Ms Ghazala Kazi, Provincial
Technical Expert (PTE), WPS,
Sindh
Ms Simi Kamal Women Political
School, Women
Development
Department,
Karachi
27 May 06 1130 Mr Aftab Ahmed Jamal, PPD,
WPS, Balochistan
Ms Fauzia Shaheen, PTE,
WPS, Balochistan
Ms Simi Kamal Women Political
School, Quetta
27 May 06 1400 Mrs Nasim Bukhari, PPD,
GMPnD, Sindh
PPM, Vacant Post
Ms Simi Kamal Gender
Mainstreaming in
P&DD, Karachi
Meeting re-scheduled Mr Hussain Tejany, CEO, First
Micro Finance Bank, Karachi
Orix Leasing, Karachi
Ms Simi Kamal First Micro Finance
Bank, Karachi

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# Annex IV:
## Relevant UNDAF Goals and Areas of Cooperation
## Participatory Governance Goal:
As part of the official development assistance to Pakistan the overarching goal of the UN
system
in the governance domain is to contribute to:
*Improved governance at federal, provincial and particularly district levels by supporting the
devolution and decentralisation objectives through political and fiscal devolution,
transparency
and accountability, strengthening of state institutions, system and capacity and promotion of
local participation and ownership.*
## Areas of cooperation
**1. Support to institutional capacity building for improved governance, particularly
at the local Government level**
Ⴒ   Reform of political structures and system, government structures and system, law
enforcement structures and system, public employment system, primary health care
structures and system, educational structures and system, public information structures
and system and economic structures and system (10YPDP)
Ⴒ   Governance reforms (iPRSP)
Ⴒ   Transfer of power and authority to people's representatives (Devolution Plan)
Ⴒ   Service orientation of Government (Devolution Plan)
Ⴒ   Fiscal needs judged by conditions of areas (Devolution Plan)
**2. Strengthening community-level initiatives for empowerment and development
of civil society**
Ⴒ   Reform of political structures and system, government structures and system, law
enforcement structures and system, public employment system, primary health care
structures and system, educational structures and system, public information structures

and system and economic structures and system (10YPDP)
- ☿ Introduction of genuine democracy at grassroots level (Devolution Plan)
- ☿ Transfer of power and authority to people's representatives (Devolution Plan)
- ☿ Institutionalization of people-centred development as basic principle for reconstruction strategies (Devolution Plan)
- ☿ Basis of rights and responsibilities for reconstruction strategies (Devolution Plan)

## Poverty Alleviation Goal:
The overarching goal towards poverty reduction is as follows:
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*The UN support in Pakistan will aim to address the issue of human development, asset poverty,*
*economic and social vulnerability and gender disparity through supporting pro-poor policies and programmes.*

## Areas of Cooperation

### 1. Strengthen pro-poor growth and productivity
- ☿ Engendering growth through stabilization, an enabling investment environment and strengthened infrastructure (iPRSP)
- ☿ Low productivity of agriculture, livestock and fisheries sector (10YPDP)
- ☿ Increased economic opportunities for the poor (3YPRP)
- ☿ Improvements in water resources development (10YPDP)
- ☿ Poor marketing infrastructure (10YPDP)
- ☿ Governance reforms (iPRSP)
- ☿ Promotion of ICT (10YPDP)

### 2. Contribute to employment and income generation, with special emphasis on women, the disadvantaged and youth/adolescents
- ☿ Increased economic opportunities for the poor (3YPRP)
- ☿ Creating income generating opportunities through asset creation and improved access to microfinance (iPRSP)
- ☿ Empowerment of the poor (3YPRSP)
- ☿ Reducing vulnerability of the poor to economic and other shocks (iPRSP)
- ☿ Economic empowerment of women (10YPDP)
- ☿ Reducing unemployment among youth (10YPDP)

### 3. Create social assets for the poor
- ☿ Improving human development (iPRSP)
- ☿ Empowerment of the poor (3YPRP)
- ☿ Access of the poor to physical, social assets (3YPRP)
- ☿ Access to welfare and support through development of appropriate social safety nets (3YPRP)
- ☿ Reducing vulnerability of the poor to economic and other shocks (iPRSP)
- ☿ Governance reforms (iPRSP)

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# Annex V:

## Goals, Objectives and Outputs of GSP and Approved GSP Projects
## WPS

### Goal
The overall goal of the WPS, in line with national objectives and international commitments, is that of working towards the attainment of gender equality in the political sphere.
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## GSP Goal, Objectives and Outputs
As Stated in the Project Documents As Stated in the Logical Framework

2005-2008

**Goal**

To eradicate poverty in Pakistan through
gender-responsive governance and rightsbased
approach to sustainable human
development.

Contribute to poverty reduction in Pakistan
through gender-responsive governance and
rights-based approach to sustainable
human development.

**Objectives**

1. To provide coordinated policy, technical
and managerial support to the Government
of Pakistan in the design, implementation
and monitoring of national programmes in
the areas of women's political participation,
economic empowerment, enabling social
environment and institutional strengthening.

1. National partners design, execute and
monitor policy implementation of programmes
in the areas of women's political
participation, socio-economic empowerment
and institutional reform.

2. Specifically, the GSP will assist in:
(a) policy analysis, coordination, implementation
and monitoring;
(b) capacity development;
(c) research and documentation; and,
(d) awareness-raising.

2. Strengthened management and monitoring
expertise.

Outputs, as Stated in the Current Logical
Framework

**Outputs, as Stated in the Current Logical Framework**

1. Political reform empowers women in public office so their issues are raised in policy
agenda and addressed through public policy.

2. Institutional reform mainstreams gender concerns in policy-making, planning, budgeting,
enabling policy/programme implementation and monitoring and evaluation
processes and structures at all levels of governance.

3. Socio-economic development, and income and employment generation, particularly
amongst women, through demand-oriented financial and non-financial services.

**Purpose**

The project purpose is empowering women in public office so that their issues and concerns
are raised in the policy agenda and are addressed through public policy.

**Programmatic Outputs**

(1) A holistic and integrated capacity development programme for women councillors delivered.

(2) Adequate and reliable support networks and systems for women participating in political processes facilitated and strengthened.

(3) Institutional capacities of relevant training organizations/institutes, governmental departments and civil society strengthened.

## WACT

**Overall Objective**

—as Stated in the MOU:

☿   To integrate capacity building, networking, policy advocacy and research initiatives, as well as information and communication technology (ICT) solutions, to assist financial and non-financial institutions significantly contribute to the integration of women in the economy.

**Objectives of the OLP Component of the Project**

—as Stated in the Logical Framework of Annex B of the MOU:

(a) Provision of financial and non-financial services to the clients by increasing the outreach of the organization to new areas and districts.

(b) Creating a facilitative and enabling environment for the growth and development of women enterprises.

(c) Strengthening decision-making processes through the use of ICT solutions.

(d) Building stronger relations and networking with other players in the sector.

—as Stated in the Main Part of Annex B of the MOU:

(a) Building the capacity of the staff of OLP and other partner organizations in delivering quality financial services to its clients by enhancing their understanding of the dynamics and ingredients of quality microfinance products based on national and international best practices.

(b) Increase the income generation potentials of the clients by offering non-financial business development services in addition to affordable and sustainable microfinance serv-

ices.

(c) Strengthening the institutional capacity in the sector of microfinance by refining and documenting policies, procedures and processes of field operations, training and internal audit.

(d) Cater to the financial needs of the clients through innovative products and services and extending outreach to new areas and districts.

(e) Facilitating management of the OLP in decision making and ensuring transparency in management of microfinance portfolio by establishing ICT solutions with the organization and offering assisting to partner organizations.

(f) Work for creating enabling environment for the microfinance industry to grow within Pakistan.

**Objectives of the First MicroFinance Bank Component of the Project**

—as Stated in Annex A of the MOU:

(a) Capacity building of FMFB in the areas of credit delivery and outreach mechanism.

(b) Networking with NGOs.

(c) ICT solutions.

(d) Research, policy and advocacy on new ICT products for women.

## GJTMA

**Goal**

To assist women and other vulnerable sections of society in improving their conditions through

safeguarding and promoting their rights and lawful entitlements.

**Objectives**

(a) To provide women victims of violence an alternative mechanism, whereby they can obtain gender justice.

(b) To build the capacity of Musalihat Anjuman for dispensing gender-responsive justice.

(c) To enhance public engagement with utilization of the services of Musalihat Anjuman.

(d) To promote women's awareness of their legal rights and men's active participation in ending gender based violence.

**Programmatic Outputs**

(1) Constitution and mobilization of the Musalihat Anjumans in all Union Councils in the pilot districts.

(2) Musalihat Anjuman's capacity built to dispense gender justice at the community level.

(3) Partnerships between judiciary, police and Musalihat Anjuman for accountable, fair and equitable dispensation of justice.

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(4) Community advocacy for legal rights of women and men's role in ending violence.

## IS-NCSW

The project goal and objectives are not identified as such in the project document. The background

states, however, that the project "aims at strengthening the organizational capacity of NCSW for policy analysis, research and advocacy to 'emancipate women, equalize socio-economic

opportunities, and to eliminate all forms of discrimination against women.' "

**Programmatic Outputs**

(1) NCSW's Policy and Advocacy Units strengthened to undertake systematic research on policy issues and recommend gender-responsive policy proposals.

(2) Capacity built of NCSW members to address gender issues at all levels of governance.

(3) Dissemination of studies published, laws reviewed and policies analyzed from a gender perspective.

(4) Linkages created through networking with civil society and the private sector with the aim to strengthen NCSW's policy advocacy.

## GRBI

**Goal**

To make the government accountable for their gender budgetary and policy commitments.

**Objectives/Outputs**

(a) Government spending addresses the needs of women and men equitably and attends especially to the needs of the poor.

(b) Budget reviewed through a gender lens, in order to analyze if budget allocations are in line with women's and men's different priorities and needs.

(c) Civil society and government partnership promotes transparency in the determination of government priorities and in public spending.

## NICGAP

**Goal**

National Plan of Action jointly implemented and monitored by the Government, legislature and civil society according to time bound goals.

**Main Objective**

⚢ The aim is to strengthen the capacity of MOWD to develop and implement policies and programmes on women empowerment and institute a system of monitoring in compli-

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ance with international and national commitments.

**Programmatic Outputs**
(1) Capacity of MOWD strengthened to develop and implement policies and programme
on women empowerment.
(2) A system of monitoring compliance to international and national commitments instituted.

## GMP&D

**Goal**
To build capacity of government officials to mainstream gender in the (i) formulation, (ii)
implementation and (iii) monitoring and evaluation of government policies, plans and projects
in all areas of development.

**Objectives**
(a) Gender sensitization of senior and mid-level Planning and Development (P&D) officials
at the federal, provincial and district levels.
(b) Develop capacities for gender analysis, planning and monitoring and evaluation.
(c) Establish gender disaggregated database using information and communication
technology
(ICT) skills and competencies.
(d) Establish knowledge-based networking, e-forums and a community of gender
mainstreaming
practitioners.
(e) Develop institutional mechanisms and procedures for systematic gender mainstreaming
and accountability in government.

**Programmatic Outputs**
(1) Senior and mid-level Planning and Development (P&D) officials gender sensitized at
the federal, provincial and district levels.
(2) Capacity built of senior and mid-level officers to conduct gender analysis, planning and
monitoring and evaluation.
(3) User-friendly toolkits of materials on gender mainstreaming developed.
(4) Gender disaggregated databases created.
(5) Knowledge-based networking promoted.
(6) Advocacy for legislation to institutionalize mechanisms and procedures for systematic
gender mainstreaming responsibility and accountability created.

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## GEN-PROM

**Goal**
To reduce poverty and empower female garment workers through skills development and
private
sector partnerships.

**Programmatic Outputs**
—as Stated in the Logical Framework of the Project Document:
(1) Provide skills development and upgradation to women for increased participation in
the clothing/garment sector of Pakistan.
(2) Build gender mainstreaming research and advocacy capacity of the garment sector in
Pakistan.
(3) Policy incentivization pursued with EPB/MinCom to promote gender mainstreaming in
the garment sector of Pakistan.
(4) Documentation and reporting of best practices.
—as Stated in the Main Part of the Project Document:
(1) To provide for satellite and accessible training units, whereby women have access to
quality training, re-training and employment in the garment sector.
(2) To build the capacity of the private sector to conduct research and advocate gender
mainstreaming in the garment sector.
(3) To promote policy incentivization whereby the industry will be encouraged to promote

gender participation in the garment sector.

(4) To record best practices and disseminate the information for upscaling skill development initiatives in the industry.

## CELDAC

### Expected Outcome

Enhanced income and employment generation of rural women through livestock skills development,

improved livelihoods and food security at the household level.

### Expected Outputs

(1) A cadre of lady livestock workers (LLWs) created and their capacity to deliver primary livestock management, production and extension services developed.

(2) Income and employment generation of about 5,000 poor livestock households through provision of institutionalized collateral-free credit and savings facilities.

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## GPP

### Goal

The overall goal of the project is poverty reduction and human development in Pakistan particularly

for women.

### Purpose

—as Stated in the Logical Framework of the Project Document:

☿ Women's greater access to political, economic and social support services

☿ Sustainable reduction in gender inequality in Pakistan.

☿ National partners design, execute and monitor policy implementation of programmes in the areas of women's political participation, socio-economic empowerment.

—as Stated in the Main Part of the Project Document:

(1) Sustainable reduction in violence against women in Pakistan.

(2) National partners design, execute and monitor policy implementation of programmes in the areas of women's political participation, socio-economic empowerment.

### Programmatic Outputs

—as Stated in the Logical Framework of the Project Document:

Under the purpose statement "Sustainable reduction in gender inequality in Pakistan:"

(1) External resource pools responsive to supporting proposals that aim to address gender inequality.

(2) Government and CSOs' capacity strengthened to access and effectively utilize funds from resource pools for initiatives to reduce gender inequality.

(3) Good practices in prevention and protection embedded in government policy, processes and budgets for sustainable change.

Under the purpose statement "National partners design, execute and monitor policy implementation

of programmes in the areas of women's political participation, socio-economic empowerment:"

(1) Political reform empowers women in public office so their issues are raised in policy agenda and addressed through public policy.

(2) Socio-economic development, and income and employment generation, particularly amongst women, through demand-oriented financial and non-financial services.

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—as Stated in the Main Part of the Project Document:

(1) Socio-economic development, and income and employment generation, particularly amongst women, through demand-oriented financial and non-financial services.

(2) Political reform empowers women in public office so their issues are raised in policy agenda and addressed through public policy.
(3) Good practices in prevention and protection embedded in government policy, processes and budgets for sustainable change.
(4) Government and CSOs' capacity strengthened to access and effectively utilize funds from resource pools for initiatives to reduce gender inequality.
(5) External resource pools responsive to supporting proposals that aim to address gender inequality.